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ABSTRACT

East St. Louis is a good example of a community that was not providing library service to all of its citizens. The public library was most anxious to close this service gap. To do so, however, required a two phased approach. What was first needed was a basic survey of the East St. Louis Public Library, its collection, staff and services. Based on that information, recommendations for expanding the services to the unserved in East St. Louis could then be formulated. This is an accurate report of services being provided by the East St. Louis Public Library. The study is constructively critical and makes realistic recommendations. As a result, a three year project is now under way which offers a realistic and unique opportunity for the East St. Louis Public Library to work towards achieving the goal of good library service for all its citizens. (Author/NH)

ED 067138

A CALL TO EXCELLENCE AND INNOVATION

A SURVEY OF THE

EAST SAINT LOUIS, ILLINOIS, PUBLIC LIBRARY

BY
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Illinois State Library
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Illinois State Library
JOHN W. LEWIS
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FOREWORD

One of the Illinois State Library's major priorities is to stimulate and develop library services to the urban culturally and economically disadvantaged. The prime responsibility for providing service at the local level is, of course, at the local public library. The public library system in that regional area also has a major involvement in providing the service by supporting the local library. This support consists of making available additional library materials and providing professional advice and help in developing services.

The role of the Illinois State Library in achieving this priority is an active one. Traditionally, the state agency waits for proposals that it can consider for funding and support. In Illinois, however, the State Library not only carefully considers proposals it receives but seeks out, stimulates, and strongly encourages the development of services to the unserved. It does so with the full knowledge and willingness that final support of these programs must come from its grant funds. However, one basic principle that is applied is the one of local long-range and continuing commitment. Initial funding to start a program and provide for a basic collection and staff would be unfortunate if it only provided a temporary service. To encourage the use of library services and to stimulate reading only to eliminate it after the grant period, would be tragic and inexcusable. Therefore, a firm commitment to make services to the disadvantaged and unserved an integral part of a local library service policy is a requirement for any grant.

East St. Louis is a good example of a community that was not providing library service to all of its citizens. The public library was most anxious to close this service gap. To do so, however, required a two phased approach. What was first needed was a basic survey of the East St. Louis Public Library, its collection, staff and services. Based on that information, recommendations for expanding the services to the unserved in East St. Louis could then be formulated.

The Illinois State Library not only provided the funds from Library Services and Construction Act Title 1 for the survey but agreed to provide as much of the services of one staff member (Mrs. Kay Gesterfield, Assistant Director, Library Development Group) as was necessary to help the surveyor (Casper L. Jordan) and the East St. Louis Public Librarian (Dr. Herman J. Nebel) undertake the study.

What follows is an accurate report of services being provid-

ed by the East St. Louis Public Library. The study is constructively critical and makes realistic recommendations. Both the public library and the city council in East St. Louis have agreed to implement the major recommendations. Based on this commitment the Illinois State Library has enthusiastically agreed to fund a proposal that has been developed by Dr. Nebel and Mrs. Gesterfield. The three year project now under way offers a realistic and unique opportunity for the East St. Louis Public Library to work towards achieving the goal of good library service for all of its citizens. A copy of the project proposal is included as an Appendix to this publication.

INTRODUCTION

This is a survey of the East Saint Louis Public Library. The urban setting of today contains a number of elements not recognized in the past. The very existence and vitality of cities are being questioned. A library does not stop civil unrest or remove physical deterioration or eliminate prejudice. However, an effective library program, in its modest way, assists in getting at the cause of many of our urban problems: people unprepared to take their place in the economic and social order of things, a people divided by lack of understanding. And further, an effective library serves to sustain the quality of life for all, not only in useful and civic matters, but also in the fulfillment of spirit and soul.

Lowell Martin puts it this way: "the urban condition calls for something more than 'business as usual.' " East Saint Louis must either maintain and improve its institutions of community (the library among them) and understanding, or it will lose power and meaning. In the past, the city could tolerate a mediocre library. Now every urban outlet must carry its share and perform with its full strength.

We must present a program of service that calls for the library to adjust to the people of the city in all their diversity. This theme recurs again and again—the call to excellence and to innovation.

We used all possible sources of data and means of analysis in an effort to study and try to understand fully the East Saint Louis Public Library program. But in an enterprise of this nature and scope, one comes down, finally, to human judgment. This was a group judgment for the most part, arrived at in hours of deliberation, but the end and final interpretation and the final responsibility properly falls on me, the principal investigator, alone.

The Illinois State Library provided assistance at all points, and the valuable assistance of two of its staff. The survey would not have been possible without help from Kathryn Gesterfield and Fannie Jones. Kay and Fannie, library consultants from the Library Development Group, were priceless. Fannie, a native of East Saint Louis, opened all doors for the investigating teams. Kay, with her knowledge of public libraries in Illinois, shared her extensive expertise with me. The library board, the librarian, and the staff supported the team at every turn. I would also like to thank Margaret Pendergrass, head of the juvenile unit of the State Library, who took time

from a busy schedule to evaluate the children's collection at the East Saint Louis Public Library. Special thanks are also due the young people of East Saint Louis who undertook the survey of shoppers and public library users. The cooperation of the school officials is also greatly appreciated. Finally, thanks are due to the graduate students of Atlanta University School of Library Service who tabulated the results of the school and family questionnaires.

All within and without the survey staff were united in a similar belief that the library is a means for the person, no matter what his background and goals, to use the record of information, knowledge, and expression available there to aid in the achievement of self-growth. If the East Saint Louis Public Library can be made to accomplish this for any significant segment of the citizens in the city, it will in its modest, personal way make East Saint Louis a better place in which to live.

Casper L. Jordan

Atlanta University

15 March 1971

BRIEF HISTORY OF THE EAST SAINT LOUIS PUBLIC LIBRARY

As in many other cities, the first library in East Saint Louis was the result of a group of interested citizens who organized an association library on August 6, 1867, and opened a reading room on August 22 of the same year.

The city soon recognized that more than a private library was needed, and on July 16, 1872, just fifteen days after the Illinois state law authorizing cities to establish libraries went into effect, the city council of East Saint Louis passed an ordinance establishing a city library. The council authorized a levy at the rate of one mill, which provided five thousand dollars for the support of the library for the first year. After some remodeling of the quarters, the library was opened on the second floor of the city hall in February 1874.

Reports of the activities of the library in the next few years indicate that it was a popular service of the city and was well used, with an average of forty-five visitors a day in March 1874. By 1877, the library had a book stock of seven thousand volumes. It subscribed to twenty daily papers, twenty weeklies, both English and American, and two German weeklies. Five hundred of the books were in the German language. On September 26, 1874, the library board established a nonresident fee of three dollars for borrowers living outside the city limits. L.G. Caulk was the first librarian. Assistants at the library included John Hite, R. Lee Barrowmen, and Laura Painter.

In 1878, an opposition council was elected, and it repealed all ordinances, thus closing the library. The library remained closed and was a victim of the city hall fire of 1881.

Ten years later, on May 22, 1891, the city council passed an ordinance reestablishing a public library. On August 19, 1892, the reestablished public library opened in the Adele Building, with three thousand volumes. Laura B. Painter was librarian.

The continued growth of the library prompted the library board to secure the passage of an ordinance by the city council for the accumulation of a fund for a library building. On January 3, 1896, a building at Eighth and Broadway was completed at a cost of $55,063.

In the 1920s, a new location was sought, and the library board purchased the present building at 405 North Ninth Street. In 1963, this building was remodeled to provide a meeting room and more space for the reference department.

J. Lyon Woodruff served continuously as librarian from 1904 o 1947 when he retired. Dr. John T. Murphy was appointed librarian and served until his death in February 1965, at which time Dr. Herman Nebel was appointed.

Bookmobile service was introduced in an effort to serve the outlying areas of East Saint Louis. At the present, the library operates two bookmobiles used principally to serve schools.

In 1968, with the introduction of the Model Cities program in East Saint Louis, many public agencies in the city began to look at ways their service to the residents could be strengthened. For this reason, a grant under Title I, Library Services and Construction Act, was sought to study library services in the city and make recommendations to the public library.

The study proposal is as follows:

In the introduction to our proposal, we quoted Lowell Martin. His study of the Chicago Public Library says, to quote him more fully, "the urban condition calls for something more than 'business as usual'. . . . Now every urban agency must carry its share and perform at its full potential."[1] He calls on the library "to adjust to the people of the city in all their diversity, rather than expecting the people to conform to a standardized institution."[2] In like manner, every library in the country needs to take a new look at its community, and to adjust the services it offers the community.

In the massive effort East Saint Louis is making to improve its community, researchers have already discovered many things about the makeup of the community which can be of help to the library.

In this community-wide effort, the library has an important role to play, not only in helping the city with its planning, but in building for the library a secure and meaningful position as a community institution. Therefore a study is proposed to look at not only technical questions of library operations, but also the library's role as an institution. Recommendations of action programs designed to enable the library to serve the whole community as it needs to be served and to make the library felt as a community force should result from the study. Directions should be discovered to enable the library board to make immediate and long-range plans to meet the emerging and changing needs of the community.

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1. Lowel A. Martin. *Library Response to Urban Change: A Study of the Chicago Public Library.* Chicago, American Library Association. 1969, p. XIII

2. *Ibid.*

Objectives:

To analyze the East Saint Louis Public Library and its position in the community, using maximum citizen participation in both the analysis of the information and the development of recommendations. Specific guidelines should result by which the library can assist and complement the Model Cities program and other municipal projects in the development of the community's resources.

Methodology:

1. Search of the literature pertaining to East Saint Louis
   Review of all existing studies that have been made to determine
   what is valid for the library and to avoid any unnecessary duplication of fact finding
2. Interview a variety of community representatives—governmental, educational, business, social service, religious, social and political, cultural, users and non-users
3. Form a citizens' advisory group
4. Group meetings
5. Analysis of library program
   a. Resources
   b. Administrative structure and practices
   c. Library's relationship to other community agencies

Schedule:

Study to be completed in three to four months

Extent of Study:

1. Pertinent community analysis
2. Detailed evaluation of the library
3. The relation and impact of unique community characteristics on the library
4. The library's relationship to other libraries in the area, the Kaskaskia Library System, and other educational institutions
5. Conclusions regarding the present form and quality of library service
6. Recommendations with
   a. Immediate goals
   b. Short-range goals—one to three years
   c. Long-range goals—four to eight years

METHODS

A survey of a multipurpose agency such as the East Saint Louis Public Library moves through several stages. Clarification of scope and purpose comes first: a key group participating in this initial definition was composed of the library board, the librarian, representatives from the Illinois State Library, and the principal investigator. A period of sensitivity followed, when the surveying team sought to absorb the nature and temper and individuality of the library and its social environment. In this process, issues and limitations and potentialities were identified; these served as a guide to the next step of developing a research design.

A group of interested citizens was asked to form a citizens' advisory committee to assist with the study. All segments of the community were asked to nominate members to this important group—a group which would advise the surveyors as they progressed with the survey, help with the recommendations, and then hopefully assist with the implementation of the study. This committee was most helpful in the undertaking of the survey.

Systematic gathering of data—to describe conditions, analyze processes, probe for weaknesses, and verify or modify impressions—constituted the bulk of the work and provided a solid base on which conclusions could stand. Occasionally hard facts led directly to conclusions or recommendations. More often than not, they did no more than describe the present situation, at which point there was no alternative except to call on the judgment and imagination of the surveyors to suggest what should be.

Surveys are not unknown in East Saint Louis. One might venture to say that for a community of its size it has been subjected to an unusually great amount of surveying. There were a number of recent surveys with information useful to this study, which precluded the team making a similar survey. Two were of great help to the surveyors' team, and deserve mention here: *East St. Louis, the End of a Decade*, by Jane Altes (Southern Illinois University, 1970) and a 1969 recreation inventory prepared by the East Saint Louis Planning Board. The Altes study was a mine of helpful information, and most of the tables in this study are either based on her findings or quoted directly. The planning board study was most helpful and provided a great deal of material for our study.

An essential source in studying a service agency should be

the people served, the present and potential users of the library. Several avenues were opened to this group. A week-long survey was made of the users of the library. Two days were devoted to the many shopping centers in the city in an attempt to elicit information from citizens about the library. A school survey was made of both public and nonpublic school students and their families. A small, in-depth survey was made with selected people in the community—because of its size it cannot be considered a random sample (and the team realized this, but it is included to indicate what a small group of citizens think about their city and library). Interviews were held with the library board, librarian, library staff, mayor and council, board of education personnel, various public and nonpublic school personnel, members of the chamber of commerce, a ministerial group, and the Kaskaskia Library System.

At the conclusion of the fact-gathering portion of the survey, the conclusions were tried out on the policy makers and the advisory committee before they were frozen into a final report.

These various steps and stages were applied in the study of the East Saint Louis Public Library. A large body of data was acquired. Yet in the end it is not the specific and fragmentary and static facts, but the understanding of a functioning institution and the empathy with the people served that count most.

No one source or fact-finding instrument will record the whole story of a complex service unit. The widest possible range of approaches was used in studying East Saint Louis Public, from the more formal and obtrusive to the more functional and unobtrusive. Thus there were interviews with the library staff on one hand and informal discussions at coffee breaks on the other. Part of the collection evaluation rested with objective checking of standard lists, but part upon the judgment of a subject specialist whose specialized experience yielded an intuitive grasp of the problems involved.

EAST SAINT LOUIS: THE PAST, THE PRESENT, AND THE FUTURE

A recent issue of *Time* magazine described East Saint Louis as "the notorious industrial slum that has been in steady decay for years. It lies within sight of the lovely arch (St. Louis), and yet one crosses the river and enters it with a sense of going to some quarantined area where a dangerous disease is rampant. The place is in the grip of convulsive urban-renewal programs: various plucky self-help groups, Rube Goldberg structures of federal aid, new housing, new clinics, a maze of Model Cities projects. Some of the buildings may seem a little bedraggled even before people have moved in, slightly reminiscent of those new apartment houses in Moscow that never look new. Still, there is lots of action, lots of hope, lots of whites trying to help. Yet one gets the uneasy feeling not only that too much of all this is based on make-work welfare schemes unrelated to any economic reality, any true change in employment and income patterns, but that it is all happening in an enclave separated from the rest of the community." This is a rather dismal picture, but not an uncommon one in our urban areas today. Throughout the sixties, cities in America were faced with severe social and economic problems. Industries and workers moved from the core city to the suburbs, taking with them their tax revenues, their purchasing power, and all the other attributes of the American urban middle class. A population was left behind which was increasingly unable to pay for the necessities of life. The welfare rolls increased while public revenues decreased greatly. The needs of the public schools mounted while the capacity to underwrite these needs plummeted. Housing deteriorated. Stores closed as the public ceased to patronize them. Crime rates increased. Racial composition changed as the more affluent (both black and white) left the decaying central areas of cities.

The '60s were marked by other phenomena: the emergence of the black power movement. The urban black masses produced articulate black spokesmen; and their needs were voiced with conviction—a conviction that unless changes were made, drastic violence would occur. Race became a rallying cry for the blacks. Being black took precedence over being a parent, over being a worker, over being a Democrat. The great upsurge of racial awareness meant awareness of the neglected plight of the low-income, ghetto-residing black.

Many demands were couched in terms of employment, education, and the rights of the group.

Local, state, and federal governments of the land inaugurated solutions to urban problems. Money, far short of the estimated need, became available for programs of rehabilitation. The federal government initiated programs to underwrite community action. The alleviation of the poverty-stricken citizen was hailed in the presidential mandate of a war on poverty. Cities, with federal funds, began Model Cities programs to plan for their futures.

East Saint Louis has long been enmeshed in the processes of urban change. In 1960 there were approximately eighty-two thousand persons living in the city. Forty-five percent of this total was black. Its median income was the lowest (except for Rantoul) of all Illinois cities of ten thousand or more persons. It reported the second highest unemployment rate for cities of this size. The figure for median years of school was low. Fiscal capacity was low though tax effort was high. The city government was drastically in debt. Factories and stores had closed their doors.

In 1964 a study of employment and unemployment was made because of the increasing concern about the job situation. This study pointed to the high level of unemployment existing in the city at that time. Twenty-one percent of the total labor force indicated that it was seeking work. The study further revealed that the proportion of Negro residents was increasing (55 percent in 1963). This study documented the existence of many other urban problems. The study is now dated; changes have taken place in the city—some due to the overall changes in the urban areas throughout America, some due to the special circumstances of East Saint Louis.

Several major projects are being implemented in East Saint Louis. The Economic Opportunity Commission has been operating for several years. East Saint Louis had been designated a Model City and has received funding. So the city will continue to change.

In January 1970 the Regional and Urban Development Studies and Services unit of Southern Illinois University (Edwardsville) published a study, *East St. Louis, the End of a Decade*, by Jane Altes. The study is a socioeconomic survey of the three geographical areas of East Saint Louis: the Model City area, the General Neighborhood Renewal Program area, and the city of East Saint Louis as a whole.

The following tables show the changes in population which have occurred.

TABLE 1

POPULATION BY SUBAREA 1960, AND BY RACE AND SUB-AREA 1969

Area	1960 Total	1969 Total	1969 White	1969 Nonwhite	% Nonwhite	Percent Decline Total Population
Model City	19,015	16,470	847	15,623	94.9	13.4
GNRP	43,178	31,370	2,519	28,851	92.0	27.4
Total City	81,712	64,515	20,189	44,326	68.7	21.0

TABLE 2

HOUSING UNITS BY SUBAREA 1960 and 1969

Area	1960	1969	Percent Decline
Model City	6,144	5,469	11.0
GNRP	13,895	10,578	23.9
Total City	25,917	21,715	16.2

There are few whites living in the Model City and GNRP areas, and an age distribution by race is desired. A breakdown by race and age is useful to determine the library needs in both the Model City and the GNRP areas. It becomes clear that the structure of the two racial groups differs to a great degree.

TABLE 3

AGE DISTRIBUTION BY RACE, SUBAREAS AND CITY TOTAL

Age	Area								
	Model City			GNRP			Total City		
	Total	White	Nonwhite	Total	White	Nonwhite	Total	White	Nonwhite
0-5	2929	169	2760	5281	263	5018	9459	2353	7106
6-11	2884	15	2869	5574	185	5389	10702	2162	8540
12-17	2447	15	2432	4703	260	4443	9108	2408	6700
18-24	1559	46	1513	2823	159	2664	5801	1611	4190
25-34	1465	62	1403	2750	99	2651	6729	1726	5003
35-44	1636	108	1528	3015	201	2814	5825	1367	4458
45-54	1308	170	1138	2647	414	2233	6248	2915	3333
55-64	1122	93	1029	2148	393	1755	5673	3241	2432
65 and over	1120	169	951	2429	545	1884	4970	2406	2564
Total	16470	847	15623	31370	2519	28851	64515	20189	44326
Median Age*	17.9	45.5	17.4	18.3	47.2	17.4	21.6	34.0	17.8

*It should be kept in mind that an undercount of males in the young adult years would change the true median age somewhat.

In all parts of East Saint Louis, the black population is younger than the white. This phenomenon has many implications for education, employment, and the library situation.

The black majority in East Saint Louis is due to higher birthrates among the black people (as well as a concentration of adults of child-bearing age). The nonwhite population has not moved to the city recently. Studies show that the median length of residence in East Saint Louis (for household heads) was thirty-six years for whites and twenty-three years for blacks. There has been a great deal of movement within the city. Black household heads have lived in East Saint Louis an average of twenty-five years. Only one-third have lived in the city less than twenty years. For whites, long residence in the city is even more pronounced.

Table 4 indicates the length of residence for heads of households as of 1969.

TABLE 4

PERCENT DISTRIBUTION: HEADS OF HOUSEHOLDS BY LENGTH OF RESIDENCE

Length of Residence	Area: Model City White	Model City Nonwhite	GNRP White	GNRP Nonwhite	Total City White	Total City Nonwhite
IN THE CITY						
Under 19 yrs.	13.1	16.2	8.4	14.7	11.6	15.3
10-19 yrs.	17.4	17.8	15.7	15.7	13.5	15.0
20-29 yrs.	8.7	26.6	10.7	31.8	16.2	32.2
30-39 yrs.	8.7	18.5	10.7	15.4	9.3	16.2
40-49 yrs.	21.7	15.1	15.3	15.2	17.8	14.2
50-59 yrs.	8.7	3.9	18.2	5.5	16.5	6.0
60 and over	21.7	1.9	21.0	1.7	15.1	1.1
Total %	100.0	100.0	100.0	100.0	100.0	100.0
Total Number	354	3987	993	7632	6700	11847
AT PRESENT ADDRESS						
Under 5 yrs.	37.5	52.2	26.8	51.4	37.1	53.3
5-9 yrs.	12.5	18.3	15.8	17.8	13.1	16.3
10-19 yrs.	16.7	12.7	19.2	11.7	22.7	14.7
20-29 yrs.	20.8	8.2	22.5	11.2	13.2	10.6
30-39 yrs.	0.0	4.9	3.7	4.4	6.3	2.8
40-49 yrs.	4.2	2.6	5.2	2.9	6.6	1.9
50 and over	8.3	1.1	6.8	0.6	1.0	0.4
Total %	100.0	100.0	100.0	100.0	100.0	100.0
Total Number	369	4125	1008	7808	6956	12081
MEDIAN YEARS IN THE CITY	41.3	25.3	44.6	26.1	39.4	26.1
AT PRESENT ADDRESS	10.0	4.8	13.1	3.9	9.9	4.7

The families differ considerably in size. Blacks, on the average, have larger families.

TABLE 5

SIZE OF FAMILIES BY AREA AND RACE: NUMBER OF FAMILIES

Number in Family	Area					
	Model City		GNRP		Total City	
	White	Nonwhite	White	Nonwhite	White	Nonwhite
1	77	647	265	1588	1535	2108
2	185	1139	391	1908	2413	3121
3	61	585	174	1122	1156	1872
4	15	539	53	986	688	1679
5	31	323	50	692	512	923
6	—	400	56	578	345	867
7	—	215	—	344	115	575
8	—	108	19	164	19	395
9	—	123	—	236	—	294
10	—	31	—	99	115	157
11	—	62	—	115	58	114
12	—	—	—	19	—	19
13	—	15	—	53	—	53
Total Families	369	4187	1008	7904	6956	12177
Total Persons	847	15515	2519	28653	19958	44071
Average Family Size: Mean	2.30	3.71	2.50	3.63	2.87	3.62
Median	1.58	2.53	1.61	2.41	1.81	2.46

It becomes quite evident that there have been considerable changes in the size and composition of the population of East Saint Louis since 1961.

About 5 percent of persons of school age are not currently enrolled in school. Both whites and blacks desire professional occupations for their children. Most families feel that education beyond high school is very important for their children. Median years of school completed for white household heads

is 11.2 years. For blacks, it is 10.3 years. Employed and unemployed household heads have the same median school years completed (12 years). Mean educational attainment for both white and black household heads has risen by about 2 years since 1964. Most families have no members with special training, the head of the house being the primary recipient of any available training.

East Saint Louis has a number of educational outlets available to its residents: public and parochial elementary and secondary schools, vocational training, and college education—the vast educational facilities of neighboring Saint Louis sprawl minutes away.

The Southern Illinois University (Edwardsville) study surveyed the income of city residents. An inquiry about the annual income of the head of the household revealed that blacks earn less than whites.

TABLE 6

MEDIAN INCOME OF HEADS OF HOUSEHOLDS
(to nearest $100)

	Area						
	Model City		GNRP		Total City		
	White	Nonwhite	White	Nonwhite	White	Nonwhite	Total
Median Income 1968	$2700	$2300	$2700	$2100	$5300	$2900	$3600
Total Number	339	3648	846	6981	6159	10907	17066

The total family income is of some significance. Recipients of welfare found it difficult to estimate their total income; as a consequence, the income for a family reported here might be considered the minimum.

TABLE 7

MEDIAN INCOME OF FAMILIES
(to nearest $100)

	Area						
	Model City		GNRP		Total City		
	White	Nonwhite	White	Nonwhite	White	Nonwhite	Total
Median Income 1968	$2700	$2900	$2700	$2700	$6200	$3500	$4400
Total Number	323	3556	812	6857	6009	10726	16735

One may also examine the family distribution according to particular levels of income. If the poverty level is considered to include all incomes under three thousand dollars a year, it is evident that a very large part of the black community is living in this condition. Blacks living outside of the GNRP fare better than the residents of the poverty areas, but their total income is not high.

TABLE 8

PERCENT DISTRIBUTION: FAMILY INCOME LEVELS

	Area				
	Model City	GNRP	Total City		
Family Income 1968	Total	Total	White	Nonwhite	Total
Under $3,000	51.6	54.5	25.7	44.5	37.7
$3,000 - $6,999	30.6	29.1	33.9	34.1	34.1
$7,000 - $9,000	11.5	10.1	19.6	10.8	13.9
$100,000 and over	6.3	6.3	20.8	10.6	14.3
Total Number	3879	7669	6009	10726	16735

Income is most closely related to the number of persons this money supports. Table 9 indicates the average family size for each level of income.

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TABLE 9

MEAN FAMILY SIZE BY INCOME AND AREA

Annual Family Income	Area				
	Model City	GNRP	Total City		
	Total	Total	White	Nonwhite	Total
Under $3,000					
Mean Persons	2.87	2.99	2.07	3.04	2.81
Number	2001	3831	1545	4771	6316
$3,000 - $6,999					
Mean Persons	5.95	4.72	2.37	4.27	3.59
Number	1185	2235	2038	3661	5699
$7,000 - $9,999					
Mean Persons	4.83	4.38	3.28	4.24	3.75
Number	466	774	1176	1157	2333
$10,000 and over					
Mean Persons	4.38	4.46	3.46	3.92	3.68
Number	246	480	1250	1136	2386

A superficial examination of the employment situation indicates that it appears to have improved since 1964. Twenty-one percent of the labor force was looking for work at that time. For blacks this meant that one-third of the labor force was unemployed. This unemployment proportion has been cut in half in the interim; however, upon examining the following table, it is important to note the percentage of households which contain no wage earner—so it appears that the situation in the city has not really improved so much.

TABLE 10

EMPLOYMENT SITUATION, TOTAL POPULATION BY AREA

	Model City		GNRP		Total City		
	White	Nonwhite	White	Nonwhite	White	Nonwhite	Total
No. Employed (full-time)	169 (169)	3079 (2706)	677 (639)	5476 (4796)	6913 (6298)	10096 (9059)	17009 (15357)
No. Unemployed	46	585	46	1209	277	1556	1833
Total Labor Force	215	3664	723	6685	7190	11652	18842
% Unemployed	21.4	16.0	6.4	18.1	3.8	13.4	9.7
% of Households with *No One* Employed	54.2	47.1	47.8	49.8	28.5	39.9	35.7

Many of the households in East Saint Louis are headed by females. Since this factor is obviously important in assessing the work situation, a breakdown of the work force by sex is warranted. We do not know whether males not enumerated have the same, a lower, or a higher unemployment rate than those who were counted. One could argue for any of the alternatives.

TABLE 11

EMPLOYMENT SITUATION, BY SEX

Male Population by Area

	Model City		Total City		GNRP		
	White	Nonwhite	White	Nonwhite	White	Nonwhite	Total
No. Employed	108	1877	409	3183	4104	5840	9944
(full-time)	(108)	(1830)	(390)	(3030)	(3854)	(5626)	(9480)
No. Unemployed	31	185	31	362	89	536	625
Total Labor Force	139	1062	440	3545	4193	6375	10569
% Unemployed	22.3	9.0	7.0	10.2	2.1	8.4	5.9

Female Population by Area

No. Employed	61	1202	268	2293	2809	4256	7065
(full-time)	(61)	(876)	(249)	(1766)	(2444)	(3433)	(5877)
No. Unemployed	15	400	15	847	188	1020	1208
Total Labor Force	76	1602	283	3140	2997	5276	8273
% Unemployed	19.7	25.0	5.3	27.0	6.3	19.3	14.6

TABLE 12

EMPLOYMENT CHARACTERISTICS OF HOUSEHOLD HEADS BY AREA

	Model City				GNRP				Total City					
	White		Nonwhite		White		Nonwhite		White		Nonwhite		Total	
Employment Status	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Employed	154	41.6	1909	45.9	473	46.9	3399	43.4	4458	64.1	6344	52.4	10802	56.7
(Employed full-time)	(154	100.0)	(1736	90.9)	(453	95.8)	(3026	89.0)	(4027	90.3)	(5730	90.3)	(9757	90.3)
Looking for work	15	4.2	431	10.4	15	1.5	930	11.9	188	2.7	1161	9.6	1349	7.1
Retired	108	29.2	462	11.1	315	31.2	1112	14.2	1181	17.0	1400	11.6	2581	13.5
Other	92	25.0	1354	32.6	205	20.4	2395	30.5	1129	16.2	3204	26.4	4333	22.7
No Information	0	0.0	31	-	0	0.0	68	-	0	0.0	68	-	68	-
TOTAL	369	100.0	4187	100.0	1008	100.0	7904	100.0	6956	100.0	12177	100.0	19133	100.0
% of Families with Head not working	58.4		54.1		53.1		56.6		35.9		47.6		43.3	

* Percentages totaled to known employment characteristics. This assumes unknown is distributed as known.

TABLE 13

PERCENT DISTRIBUTION: PERCENT OF FAMILY MEMBERS BY EMPLOYMENT OF HOUSEHOLD HEAD

Area

Employment of Household Head	Model City White	Model City Non-white	GNRP White	GNRP Non-white	Total City White	Total City Non-white	Total
Employed	43.6	48.1	56.4	46.7	69.0	54.2	58.8
Looking for Work	1.8	10.6	0.6	13.2	2.7	10.8	8.3
Retired	25.5	7.6	21.3	9.1	11.7	8.5	9.5
Other	29.1	33.7	21.7	31.0	16.6	26.5	23.4
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Total Number	847	15346	2519	25258	19958	43670	63634
% of Family Members Head not Working	56.4	52.0	43.6	53.3	31.0	45.8	41.2

TABLE 14

PERCENT DISTRIBUTION: OCCUPATIONS OF EMPLOYED HOUSEHOLD HEADS BY AREA

Occupation	Model City Total	GNRP Total	Total City White	Total City Nonwhite	Total City Total
Professional, Technical, etc.	4.6	4.7	4.0	7.1	5.7
Managers, Officials, and Proprietors	4.6	4.8	8.3	1.5	4.5
Clerical, etc.	8.3	9.5	21.8	9.5	14.9
Sales Workers	0.9	1.1	1.3	1.7	1.5
Craftsmen, Foremen, etc.	6.4	7.0	21.4	2.9	11.2
Operatives, etc.	25.7	23.8	25.3	31.0	28.5
Private Household Workers	3.7	3.1	1.3	3.9	2.8
Service Workers except Private Household	22.0	25.0	11.8	22.2	17.6
Laborers	23.8	21.0	4.8	20.2	13.3
Total	100.0	100.0	100.0	100.0	100.0
Total Number	1678	3141	4334	5388	9723

TABLE 15

PERCENT DISTRIBUTION: INDUSTRY OF EMPLOYED HOUSEHOLD HEADS BY AREA

Industry	Model City	GNRP	Total City		
	Total	Total	White	Nonwhite	Total
Agriculture	0.0	0.5	0.0	0.3	0.2
Construction	2.3	1.8	7.9	2.2	4.7
Durable Goods Manufacturing	31.3	25.7	15.2	33.8	25.7
Nondurable Goods Manufacturing	17.6	17.4	14.2	11.0	12.4
Transportation, Communication, and Public Utilities	6.1	6.1	17.6	8.5	12.4
Wholesale and Retail Trade	13.0	15.3	19.0	8.1	12.8
Finance, Insurance, and Real Estate	3.0	1.7	5.6	2.9	4.1
Business and Repair Services	0.8	2.0	1.7	1.0	1.3
Personal Services	7.6	7.4	2.6	8.6	6.0
Entertainment and Recreation	0.0	0.0	1.3	1.0	1.2
Professional and Related Services	13.7	13.8	3.1	11.3	7.7
Public Administration	4.6	8.3	11.8	11.3	11.5
Total	100.0	100.0	100.0	100.0	100.0
Total Number	2016	3536	4381	5679	10060

Manufacturing, particularly in durable goods, employs most nonwhite household heads. There is a much lower proportion of persons in transportation (primarily railroad employment in East Saint Louis) and in trade. Professional and related services include all schools, hospitals, and welfare services, and nonwhites often occupy laboring positions with these units. It is interesting to note that the racial groups are alike in their proportion employed in public administration (primarily city employees), although the occupations within this unit may differ considerably.

Most households work in or near the city of East Saint Louis. Because many persons feel that Sauget is part of the immediate city area, and that employment within Fairmont City is employment in East Saint Louis, our data for employment within the city limits are faulty. For this reason, the following table indicates the place of work of the household heads, a primary category being the labor force area of East Saint Louis, Brooklyn, Madison, Sauget (or Monsanto), Centreville, Fairmont City, Granite City and Cahokia.

TABLE 16

PERCENT DISTRIBUTION:
PLACE OF WORK OF EMPLOYED HOUSEHOLD HEADS

Place of Work	Model City	GNRP	Area Total City		
	Total	Total	White	Nonwhite	Total
East Saint Louis Labor Market	63.0	63.8	57.3	61.3	59.7
Other Illinois	1.6	3.4	11.1	6.1	8.2
Saint Louis, Missouri (city and county)	35.4	32.8	31.6	32.6	32.1
Total	100.0	100.0	100.0	100.0	100.0
Total Number	1955	3670	4169	5853	10022

26

As might be expected because of the dispersion of employment sites, most household heads use an automobile to get to work. For the total city, the following transportation means were used:

TABLE 17

**PERCENT DISTRIBUTION:
MEANS OF TRANSPORTATION TO WORK FOR
EMPLOYED HOUSEHOLD HEADS**

Means of Transportation	Total City	
	White	Nonwhite
Walk	9.4	4.4
Automobile	80.5	82.0
Bus	8.4	11.7
Taxicab	0.4	1.6
Other	1.3	0.3
Total %	100.0	100.0
Total Number	4266	5915

Again, racial groups are not unlike in their mode of transportation. This is true even though the physical distribution of whites and nonwhites in the city is quite different.

Household heads, for the most part, have *not* obtained their current employment recently. Table 18 shows the length of time the household head has had his current job.

TABLE 18

PERCENT DISTRIBUTION: LENGTH OF TIME ON PRESENT JOB FOR HOUSEHOLD HEADS

Household Heads by Area

Length of Time	Model City	GNRP	Total City		
	Total	Total	White	Nonwhite	Total
Less than 2 Months	1.8	3.1	4.6	1.5	2.8
2 to 6 months	0.9	1.0	1.4	2.7	2.1
6 months to 1 year	8.8	8.8	4.6	10.0	7.8
1 to 2 years	17.7	16.4	10.7	16.3	13.9
3 to 4 years	12.4	17.0	8.8	15.0	12.3
5 to 6 years	13.3	11.5	9.2	10.3	9.9
7 to 10 years	6.2	7.9	6.0	8.5	7.4
10 to 15 years	8.8	6.2	5.4	4.9	5.1
15 or more years	30.1	28.1	49.3	30.8	38.7
Median Years	6.27	5.64	14.31	5.87	7.48
Total Number	1739	3327	4136	5600	9736

If the employed household heads have held their jobs for a relatively long period, so the unemployed household heads have been seeking work for some time. Table 19 indicates the length of time the unemployed heads of households have been without work. So few white household heads indicated they were unemployed that total figures only are used here.

TABLE 19

PERCENT DISTRIBUTION: LENGTH OF TIME UNEMPLOYED HOUSEHOLD HEADS HAVE BEEN WITHOUT WORK

Length of Time Since Last Job	Area					
	Model City		GNRP		Total City	
	%	Cumulative %	%	Cumulative %	%	Cumulative %
Under 1 Month	7.4	7.4	5.7	5.7	3.9	3.9
1 to 3 Months	3.8	11.2	3.9	9.6	2.7	6.6
3 to 6 Months	7.4	18.6	9.9	19.5	24.8	31.4
6 to 9 Months	11.1	29.7	7.4	26.9	5.1	36.5
9 Months to 1 Year	14.8	44.5	13.1	40.0	8.9	45.4
1 to 2 Years	11.1	55.6	7.0	47.0	4.8	50.2
2 to 3 Years	11.1	66.7	15.6	62.6	19.7	69.9
3 to 5 Years	11.1	77.8	11.3	73.9	7.7	77.6
5 to 9 Years	14.8	92.6	14.8	88.7	14.7	92.3
10 or More Years (or never worked)	7.4	100.0	11.3	100.0	7.7	100.0
Total %	100.0		100.0		100.0	
Total Number	416		877		1281	

Most of the forms of expression classed as cultural opportunities by the American middle class are closely dependent on income and the middle class image of upper class life. It is easy, therefore, to find these opportunities lacking in a poor and unaspiring community. It is relatively easy, too, to provide some of these opportunities, given the money. In so doing, we can make the community more comparable statistically to advantaged areas.

However, we are merely providing recreation and status symbols if our cultural program does not strike at the causes of the many other problems of the community; educational

attainment, levels of employment, social stabiiity are all based in part on attitudes influenced by culture.

Without resolving the question of whether culture involves recreational and social status needs or motivation and identity, we can generally conclude that physical facilities involving culture are inadequate for East Saint Louis residents. There are no movie houses in East Saint Louis; the new YMCA is five miles from the Model City area; and the zoo, planetarium, and skating rink in Saint Louis require one hour travel time.

Programs in East Saint Louis are inadequately financed and, for the most part, housed in substandard facilities. Neighborhood opportunity centers are located in buildings that reflect the low-income populations they serve. The Boys Club is in a sixty-year-old church building. Facilities are poor and inaccessible to many residents.

Available Cultural Opportunities

1. Mass Media
   a. Television: 3 major networks, an independent channel, an educational channel, none of which are in Illinois (TV ownership and viewing are widespread—85%—in the Model City area, based on the central city survey)
   b. Radio: Several metropolitan stations, only 2 in Illinois
      FCC license for East Saint Louis under discussion
   c. Newspapers:

2 metropolitan dailies

Globe Democrat	total circulation	238,019
	East Saint Louis	10,445
Post Dispatch-	daily total	387,180
	East St. Louis	6,971
	Sunday total	610,016
	East St. Louis	18,793

1 Illinois daily

Metro-East Journal	daily total	38,960
	East St. Louis	23,489
	Sunday total	40,564
	East St. Louis	22,363

2 East St. Louis weeklies

Monitor	average circulation	10,500
Crusader	estimated circulation	10,000

d. Magazines and Periodicals:
   Public library: 40 broad-circulation periodicals
   Counter sales: One major outlet (drugstore)
   Subscriptions: Said to be average
   (Readership will be indicated in Model Cities survey)

e. Movies:
   1 drive-in theater in East Saint Louis
   4 movie houses in downtown Saint Louis, Missouri
   No movie houses in East Saint Louis

f. Bookstores:
   1 in East Saint Louis, specializing in Protestant religious literature
   A few (3 to 8) small paperback outlets

2. Institutions: with weekend transportation times via Bi-State Transit System

a. Forest Park: Zoo—1 hour
   Planetarium—50 minutes
   Art Museum—1-1/2 hours
   Municipal Opera—50 minutes via special
   Historical society—1-1/2 hours

b. Museum of Science and Natural History—2 hours

c. Missouri Botanical Gardens—45 minutes

d. Jefferson National Expansion Memorial—20 minutes

e. Dynamic Museum of Performing Arts Training Center—in area

f. Universities:
   Webster College
   Washington University—1-1/2 hours
   Saint Louis University—45 minutes
   Southern Illinois University
      East Saint Louis campus—in area
      Edwardsville campus—35 minutes
      Alton campus—40 minutes

g. Libraries:
   Saint Louis Public—40 minutes ($10/yr. for E. St. L. residents)
   Mercantile (private)—20 minutes ($10/yr. for E. St. L. residents)
   East Saint Louis Public—in area

h. Concert Halls and Legitimate Theaters:
   Powell Hall (St. Louis Symphony)—45 minutes
   Kiel Hall—35 minutes

Municipal Opera—35 minutes
Washington University quadrangle—1-1/2 hours

3. Community Room Facilities in and near the Model Cities area

a. Schools:

Elementary schools contain so-called multipurpose rooms that cannot be used by the community because of the difficulty of removing lunchroom furniture
Other rooms—fee of $15 to $19 per 3 hrs.
Lincoln High School—auditorium rent, $30 to $40/hr.
Procedure for use: inquire with supervisor of buildings and grounds, clear date with principal involved
School activities take precedence over neighborhood uses, schedule is most crowded in December and May

b. East Saint Louis facilities of Southern Illinois University

Auditorium and other facilities can be reserved at no charge through School District 189

c. Public Housing

Samuel Gompers Homes:
Preschool program in former house 1215 sq. ft. for community (and can be increased to 2400)
Used by 10 community organizations, East Side Baby Clinic
John DeShields Homes:
Public Aid offices in residence
Offices of Neighborhood Youth Corps
New community room planned
Orr-Weathers:
Several major services and clubs
Proposed park adjacent, with 6,000 sq. ft. building

d. Neighborhood Opportunity Centers

Rush City
North West
South End

e. Lincoln Park Community Center under construction

f. Salvation Army, Summit Avenue and North 16th Street, rarely available
g. Churches, 36 in Model City area
h. Taverns, about 40 in Model City area
most not available for community functions (Cosmo Club, Bond Street, used frequently)

4. Performing Arts in East Saint Louis
No public concert halls in East Saint Louis—therefore all activities must be conducted in community facilities such as those listed above

a. Community Concerts
Local organization which raises $5,000 - $8,000 per year for series of 4 concerts—season tickets at $8, free tickets through community organizations
Performances at East Saint Louis High
b. Restaurants and bars offering live entertainment
c. Schools
School bands
School choral societies
School drama societies
d. Performing Arts Training Center of Southern Illinois University
Regular classes in wide variety of subjects
Classes at Neighborhood Opportunity Centers
Head Start special programs
Upward Bound special programs
Performances at community functions and throughout Metro area
e. Metropolitan Education Center in the Arts (MECA)
funded under Title III of the Elementary and Secondary Education Act of 1965, to provide supplementary programs for schools
1/4 of $377,000 allotted to Illinois for East Saint Louis participation

5. Opportunities for Participation
a. Neighborhood Opportunity Centers
b. Boys Club
c. Young Women's Christian Association
d. Young Men's Christian Association

e. East Saint Louis Recreation Board
crafts and drama as part of summer recreation program
f. Neighborhood Youth Corps

A recent survey by Lawrence Baricevic pointed out that recreational needs in East Saint Louis could be categorized in two groups—youngsters aged six to eighteen years old in private and public schools, and young adults from fifteen to twenty-five years old no longer in school. The survey indicated that there were about twenty-five thousand people in the first category and ten thousand in the latter. It indicated that the survey encompassed the recreational needs for about half the population of the city of East Saint Louis. Agencies included in the survey were the Boys Club of East Saint Louis, Young Men's Christian Association (YMCA), Young Women's Christian Association (YWCA), Neighborhood Opportunity Centers (NOC), Catholic Youth Organization, Boy Scouts, Khoury League, and church agencies. The survey indicated that one way to get immediate action for the development of a city-wide recreation program was to conduct a fund raising campaign. The survey pointed out a considerable number of recreation facilities available in the city and a number of activities revolving around them. It was noted that the present operating budget for the City Recreation Committee, a committee recently appointed through Mayor Field's office, is five thousand dollars. The present program operated through the committee is pretty much a "walk-in" program where youngsters utilize the facilities at Saint Luke's AME church and public school facilities—Hughes-Quinn Junior High, Robinson, Dunbar, and Washington Schools. Custodial needs are taken care of by the East Saint Louis School District 189. Other programs in operation are those presented by the Salvation Army and by public and private high schools. Implications of the survey were that more could be done in recreation with funds obtained through a fund raising program. A significant number of activities could be presented by existing personnel utilizing available facilities.

Some indication of the demand in recreational activities was found by examining the activities of the various Neighborhood Youth Group Centers. The Lovejoy Neighborhood Opportunity Center, in addition to its normal recreational social events and other special-occasion events, makes provisions for recreation each Saturday from 10:00 AM to 2:00 PM.

The Rush Neighborhood Opportunity Center provides recreation equipment, facilities, and supplies for clubs, classes, and informal participation. Other activities of a recreation-education nature include choral singing, Boy Scouts, and Cub Scouts. A general recreation period is held Monday through Friday with activities such as cards, checkers, dominoes, and square dancing.

School District 189 is conducting, under the Elementary and Secondary Education Act of 1965, Public Law 89-10, a summer program of health, physical education, and recreation for disadvantaged children. This project, under the direction of Mr. Frank Ficke, Director of Physical Education, District 189, involves twenty-one elementary schools, two junior high schools, and one senior high school. It is oriented towards children from low-income families. Approximately 7,750 of 12,939 educationally disadvantaged children have an opportunity to participate in the program. The summer program can promote interest in recreational activities and instill the importance of participation in organized activities.

The Superintendent of Public Instruction for the State of Illinois has acknowledged the recreational-educational responsibilities for schools in the state. He pointed out the need for instruction, and indicated that students should be introduced to and allowed to participate in basic exercises, gymnastics, and other recreational activities. He has implied, too, that adequate attention should be given to drama, music, and nature study.

Attempts to develop riverfront property in East Saint Louis for recreation have met with little success. However, the need for such development is still apparent. One recreational attraction which is close to the hearts of the people in the community is the development of the Transport Museum which is presently located in Saint Louis, Missouri. The Chamber of Commerce of Greater East Saint Louis has been most active in seeking to have the museum moved to East Saint Louis. Historically the museum could best be located in East Saint Louis; however, recent developments indicate the museum will remain in Saint Louis.

Recreational programs, organized and otherwise, have grown haphazardly in the Model Cities areas. Only recently have steps been taken to do something about the situation. The East Saint Louis Park District has done much with a thirty-six-square-mile area in providing facilities and programs in spite of too little money and too few personnel.

The East Saint Louis Recreation Board works closely with all recreational interests in planning and developing programs for the people in East Saint Louis. The board is particularly aware of conditions in the Model Cities area, where only fifteen acres of park land are available. There are no recreation committees for either target area.

In addition, the recreation board has leased a building from Mt. Pisgah Baptist Church, 200 East St. Clair; a building to be known as the Ted (Pop) Myles Athletic Center. This center will focus on boxing activity, restoring the prestige in the sport that East Saint Louis once held. In addition, the center will be used as a recreational center for those in the Goose Hill area. Special events are planned throughout the school year.

The Economic Opportunity Commission sponsored a summer recreation program for St. Clair County. This program, under the direction of Clarence Ellis, consisted of special interest activities such as field trips, picnics, and talent contests.

The East Saint Louis Recreation Board operated programs at twenty-three recreational sites Monday through Friday from 5:00 PM to 9:00 PM. The program reached nine thousand young people from age six through twenty-five, and consisted of informal sports and recreational activities; e.g., a softball tourney, a track and field meet, and a bicycle safety program. An intensive program which included crafts and creative dramatics was supervised on a volunteer basis by the nuns of Saint Teresa Academy in East Saint Louis.

During the school year, the recreation board will sponsor programs at five to eight recreational sites. Monsanto Chemical donated five thousand dollars to the city recreation board for the vest pocket playgrounds. The board, in conjunction with UPGRADE and the community director of the Model Cities program, has selected one site at 1518 G Street to be developed. This site will be developed by UPGRADE and equipped with money from the Monsanto grant.

LIBRARY SERVICES

The prime unit (and only unit) of public library service in the city of East Saint Louis is the main library, and it plays several roles in the life of the city. It is the leader of the library enterprises, with resources to serve readers and media users. The library is also one of the headquarters of the Kaskaskia Library System.

To the extent that East Saint Louis has an information or intelligence center, the main library services that role. Inquirers turn to it in person and by telephone. Ideally, it also serves as the channel for access to information available in other agencies at a regional, state, or even national level. For some groups and purposes, the library serves as a special or academic library. As a resource for the city's college population, it offers a chance to obtain material needed for term papers. For individual specialists, the library is a place to scan old newspapers on microfilm and seek little-used books.

As a logical agency for the people of the city, it also provides leisure reading.

The present building was formerly the property of the Elks Club and was renovated for library purposes. A new facade obscures part of the older building; however, an architect's drawing of the building reveals that the planned renovation of the facility was not carried out. The building is located in the downtown area of the city. However, it is not at one of the main crossroads of traffic. East Saint Louis is eighty-nine blocks long from the river to Belleville; as wide as forty-five to fifty blocks at one point, and as narrow as six to seven blocks at another. The location of the library is near the Sears department store, located in a shopping center. Shopping brings some traffic to the area. There is little parking space. The area is not too inviting, but the librarian said that people were no longer afraid to come to the library at night—at one time, the terrorism in the area discouraged patrons.

The building has three floors, and two entrances for the public. The ground floor opens into the children's room and the John F. Kennedy Memorial Room. Facilities for technical services and for servicing the bookmobiles are also on this floor. Restrooms are located here. This area, as well as the complete library, has been recently painted.

The second floor houses the adult collection in stacks in rooms around the circulation desk and the card catalogue. The reference room and serials are located on this floor. The

director's office and workspace for the staff occupy space here. Microprint and photoduplication facilities are available for the convenience of the patrons. The lighting seems sufficient and there are a number of paintings on the walls.

The third floor is little used. At the time of the survey, a fine arts project was under way, and the participants were producing a mural depicting the history of East Saint Louis there. One of the large areas on this floor was formerly the auditorium for the Elks. This room has a stage.

The building is air-conditioned, except for the auditorium.

The card catalog is divided three ways: author, title, and subject. The classification and cataloging scheme used is the Dewey Decimal classification. There are some Library of Congress printed cards, but they are overwhelmed by the presence of so many typed cards. The typed cards give the impression that little or no attention has been paid to the format or rules guiding the production of such cards. Many of the cards are crumbling. Prompt attention should be paid to the catalog maintenance.

All citizens of the city of East Saint Louis have free access to library service. This has not always been the case, and many people are not aware that the rule has been changed to permit free use. Inquiries revealed the widespread belief that only property owners, or persons vouched for by property holders, were eligible for free access to the services of the library. Although this is no longer true, there are many people who still believe that the old regulation is in effect.

There are no branches of the East Saint Louis Public Library. The library does maintain two bookmobiles which serve the public and private schools on a regular basis. Some elementary schools also have deposit collections on request. A collection of books was placed in a housing development some time ago; however, it is not maintained with new accessions.

Because of the unusual geographical shape of the city, it would be difficult to locate the library in an area which is easily accessible to all patrons. There seems to be a clear need for some outreach program in the city, and some other physical outlet for the dissemination of services.

East Saint Louis Public Library has a paid staff. None of the members of the staff possess formal library training or hold professional library degrees. A number of the staff members have a long tenure record at the library. A medical doctor is the director of the library.

The library maintains cooperative relationships with other

libraries. The library is a member of the Kaskaskia Library System, and is one of the strong resource centers for the system. Supplementary library services, through the Kaskaskia Library System, are maintained at regional and state levels. But the library does not consistently use plans for referral of requests for information and materials to a resource library when such requests cannot be answered locally.

Illinois state law is the legal basis for establishing library service. The city of East Saint Louis provides the revenue from public sources for the support of the public library. Public law also encourages all types of cooperative arrangements.

The East Saint Louis Public Library is governed by a library board of nine members. These trustees are appointed by the mayor. The library follows established fiscal procedures in the governmental jurisdiction, and its funds are held by the library board. The library board has full opportunity and regular channels for presenting its needs to the East Saint Louis governing body. The library board has legal responsibility for the library and is its policy making body. The librarian has complete responsibility for recommending policies and for bringing to the attention of the board the desirability of formulating policies. Library policies are regularly reviewed.

Since the school library serves the child in his school life, and the public library serves him in his community life, the services of the two agencies should complement each other. The school library movement in District 189 (the school district of which the city is a part), is in an embryonic stage. The parochial school libraries are also in a similar state. The public library is carrying more than its share of the load in providing services to schools. This is a cause for great concern because the student benefits from both. If the public library is to continue to supply nearly all library services to schools, additional funds should be made available.

The East Saint Louis Public Library is open from 9:00 AM to 9:00 PM every day except Saturday and Sunday; shorter hours are observed on Saturday, and the library is closed on Sundays. A shorter day is observed in the children's room. Bookmobiles maintain regular two-week schedules, but they are not in operation during the summer months.

The period of loan for most materials is for twenty-eight days, and renewal privileges are available. There are no limits on the number of items that may be borrowed at one time.

The library has material which furnishes information most frequently requested on a wide range of topics, and staff

members are able to locate information in these resources. The library has a positive program of guidance for its patrons in the use of educational, informational, and recreational materials.

The library maintains access to complete and up-to-date information about organizations in its community, and it provides assistance in program planning. The library has sponsored or cosponsored group activities through storytelling, film showings, discussion groups.

The library's statistics are prepared and reported by the librarians to appropriate local and state units.

Every library should have a written statement of policy covering the selection and maintenance of its collections. The East Saint Louis Library does not have such a statement. The collection does provide opposing views on some controversial subjects.

The library's basic collection should contain items which have the most frequent use. Regardless of its size, a library should provide access to enough books to cover the interests of the whole population.

In 1965 the State of Illinois passed legislation for the "establishment and development of a network of public library systems," and provided financial aid for the purpose. In a declaration of policy in the Act of 1965 (Illinois Revised Statutes, 1967, Chapter 81, Section 111), it is stated that "Since the state has a financial responsibility in promoting public education, and since the public library is a vital agency serving all parts of the educational process, it is hereby declared to be the policy of the state to encourage the improvement of free public libraries." Thus the State of Illinois not only authorizes local libraries, but is also committed to their development and improvement.

The Kaskaskia Library System held its organizational meeting at the East Saint Louis Public Library on January 17, 1966, and during the first year of its organization, the board of directors met at the libraries in East Saint Louis and Belleville. The application for the establishment of the KLS was dated September 19, 1966, and official approval of the application was received in a letter from the office of the Secretary of State and State Librarian, dated April 11, 1967. An executive director was employed, and the system headquarters was opened in Belleville on October 30, 1967.

The public libraries of Belleville and East Saint Louis serve as headquarters libraries and, because of their strengths, are to

act as a back-stop for the system. All member libraries of the system are in a cooperative agreement to extend library service to all members. Interlibrary loan service is one of the principal operations of the system. Through system channels, requests for materials not held by a member library may be searched in the collections of the Illinois State Library, the Southern Illinois University (Carbondale) library, the University of Illinois library, or the Chicago Public Library. Thus the resources of an entire state may be used to answer a serious library problem.

Library systems offer other services. Audiovisual materials are quite expensive, and a system may develop a collection for the use of system members, thus relieving individual libraries of the responsibilities for developing collections. Centralized processing and cataloging of library materials are other valuable services garnered from membership in a system. Workshops and continuing education classes for professional and nonprofessional library personnel are sponsored by systems. The systems can purchase expensive equipment for the use of members. Professional expertise among system staff members is an important asset of a system organization, since it is available when staff members of local libraries need to draw upon it. These are just a few services offered by a public library system. The variety and scope of services are limited only by the imagination of innovative members and personnel.

It would appear from looking at circulation statistics for 1969-70 from the Kaskaskia Library System that East Saint Louis is not taking optimum advantage of the resources available. From July 1969 through February 1970, only 149 books were borrowed from systems headquarters, 78 were borrowed from the book van, and 11 art reproductions were used from the collection, as well as recordings, 4 eight-millimeter films, and no color slides. A quick glance at the material requested from headquarters reveals that member libraries were more likely to request the more exotic, esoteric, and arcane items. But Kaskaskia could help considerably with some of the more run-of-the-mill requests which the East Saint Louis Public Library cannot supply in sufficient quantity.

Other library resources in the city of East Saint Louis are sparse. The state community college is a young institution and is endeavoring to build a collection. Ideally, the public library should be able to assist with the library service load, but the collection is not strong enough to offer more than the barest of services. The extension of Southern Illinois University

(Edwardsville) also maintains a small collection. However, an earlier collection it had is being rented to the state community college. At the writing of this report, there is some conflict over the future of this collection.

If it were equipped to do so, the public library might well step in and offer complete library service to the community college on a contract basis.

This is a pretty dim picture of library service in East Saint Louis.

The library's holdings were checked against a sampling in a number of standard bibliographies. Every fifth item in the *Fiction Catalog* and supplements for 1961-65 was checked against the library card catalog. Of the 359 checked in the *Fiction Catalog,* the library held 183 items—over half of them. One hundred and fifty eight items were checked in the supplements, and the library held 66 of them—or less than half. A rental plan supplements the fiction collection.

Reference Books for Small and Medium-Sized Public Libraries was used to check the reference holdings. Ninety-seven items were checked against the catalog, and twenty-nine were found—a little more than one-third. In general, the idea of meagre reference holdings, as reflected in this check, was borne out upon looking at the reference collection as a whole.

The Public Library Catalog, fifth edition, was used to check the general collection. Five hundred and one items were checked, and only 155 items were found in the collection. This is a rather low figure, and again the check was corroborated when the collection was examined. The collection presents a shabby, drab appearance. It was observed that early editions of many titles now listed in the *Public Library Catalog* in second, third, or fourth editions were the only editions available in the collection.

The Senior High School Library Catalog, ninth edition, served as the instrument to gauge the strength of materials for young adults. Three hundred and seven items were checked and the check revealed that the library held 141, or a little more than a third of them. The physical check of the collection revealed results similar to those that earlier checks of other portions of the collection had revealed: gross inadequacies in the holdings.

The Illinois State Library's juvenile library service consultant checked the juvenile holdings. *The Children's Catalog,* eleventh edition, and its various supplements from 1967 to 1969

made up the basic checklist for this survey. The consultant chose titles which are considered basic to juvenile collections. Two hundred and eleven items were checked in the basic catalog, and the library held 189 titles—an excellent showing. The 1967 supplement was checked for 10 items, and the library had 7; of the 6 in the 1968 supplement, the library had 3; and the library had 27 of the 28 titles listed in the 1969 supplement. Obviously, attention is being paid to keeping the children's collection up-to-date.

The production of books by and about blacks has increased tremendously. The upsurge in the use of black history material has hit all levels of education, and East Saint Louis is no exception. The New York Public Library's *The Negro in the United States, a List of Significant Books* (ninth, revised edition) was the evaluating instrument to check the library's holdings. This bibliography lists 306 titles dealing with the black experience, and was published in 1965. Of the 61 titles checked, 57 were located in the collection. In addition, the library had purchased on microfilm a great deal of pertinent black materials including material from the famed Schomberg Collection, and had a microfilm reader-printer accessible to the patron. In view of the large black population and general interest in the subject, this facet of the collection needs constant attention, acquisition, and renewal.

Each public library needs an adequate periodical collection to supplement its book holdings. "Interim Standards for Small Public Libraries" suggests at least a hundred to a hundred and fifty newspapers and magazines for a population of fifty thousand, with a back file of one to ten years according to use and indexing. The East Saint Louis Library subscribes to forty periodicals. Katz's *Magazines for Libraries* (1969) was used to check periodical holdings. The bibliography contains a list for "Small and Medium Sized Public Libraries" and lists 211 titles of periodicals which should be found in libraries of this class. Twenty-six of the 40 East Saint Louis titles are found on the Katz subscription list. Most of the periodicals have considerable back files, some dating as far back as 1917 and in other cases back to 1962.

Serious attention should be paid to the periodicals collection.

The local newspaper is maintained on microfilm. An exhaustive index to the local newspapers was developed in the 1930s in a special project. The index file lists stories in the newspapers by names of people important in the story, by

subject of the story, and in some cases by institution or organization. The use of this index makes the microfilm collection of East Saint Louis newspapers easy to use and constitutes a valuable research tool.

The audiovisual program is supported from regular funds, and there does not seem to be a systematic plan for its development. The Kaskaskia Library System, with its larger collection, can be relied upon heavily to assist in this important but expensive area of operation.

There is no evidence that there is a systematic weeding program going on at the library. Annual withdrawals from the collection should average five percent of the total collection.

Every library should make every effort to collect local history material. East Saint Louis has a colorful history—both recent and past. Every effort should be made to collect local history on a systematic basis. This is not being done at present, although the index to the newspapers referred to above provides a means of tracing local historical events.

Determining use of a library is a difficult task. Circulation figures do not give all the answers. Reference questions asked or answered are not indicative of all reference services offered at a library. Two checks were attempted to ascertain the types of services offered by the East Saint Louis Public Library: a questionnaire given to patrons coming into the library for a chosen week and a questionnaire used with patrons of selected shopping areas on two Saturdays. Other types of questionnaires will be discussed later.

The investigators wanted to elicit from patrons during a certain week what they were looking for in the library, whether they found it, and what they thought about the services of the library. People were hired to hand out the questionnaires to everyone entering the adult section of the library. The questionnaire was in two parts: the first part was to be answered before they used the facilities, and the second was to be filled out just before leaving the library. A total of 337 questionnaires was turned in during the week. Since the week chosen for this questionnaire was in May when school visits to the library are frequently scheduled, it is possible that some students coming to the library in several class visits may have answered the questionnaire more than once. After the second day, questionnaires were not given to students who were in the library in connection with class visits.

The following tables show the results of the questionnaire:

Your reason for coming to the library today is to:

Check out books, records, or pamphlets	119
Use reference books	157
Read magazines or newspapers	36
Bring and read your own books	42
Return books only	23
Other use*	21

*Twenty-one indicated they came to the library for other uses: to study, to pick up registration cards, to use copy machines, to attend a conference.

For what kind of reading material or information did you come to the library today?

Books or information on a specific subject*	133
Current fiction	54
Current nonfiction	50
Older standard works	58

*There was a wide range of subject interest: sex education, sociology, psychology, physiology, black history, sports, and music were some of the most sought after subjects.

The third question asked if the subject had a current East Saint Louis Public Library borrower's card. Almost two-thirds (196) possessed a borrower's card from the public library.

The fourth question is covered by the following table:

Do you use any other library regularly besides your local library?

Yes	97
Which ones?	
Southern Illinois University	36
St. Louis Public Library	29
Belleville Public Library	13
School Libraries	12
Scott Air Force Base	4

Others used Collinsville, Lincoln Senior High School in Jackson, Granite City, Cahokia, and O'Fallon in Illinois. Two had out of state use—New York and Rhode Island.

The investigators were interested in knowing if patrons were aware of the additional resources available through the

Kaskaskia Library System. Fifty-one, or about one-seventh of the patrons of the library, were familiar with the services of the system. More will be said later about the Kaskaskia Library System.

Where do you live?

East St. Louis	293
Nonresidents:	
Cahokia	7
Washington Park	2
Collinsville	1
New York	1
Belleville	2
Carlyle	1
St. Louis	5
Madison	1
Fairview Heights	1
Whitewater	1

It would seem that few outsiders use the library facilities.

The sixth question was concerned with whether the subject worked or attended school in East Saint Louis. Two hundred and twenty-one either worked or attended school in the city.

Within what distance from the library do you live?

1/2 mile	75
Mile	69
1-1 1/2 miles	28
1 1/2-2 miles	25
2-3 miles	33
3-5 miles	42
Over 5 miles	53

Almost one-half (197) live within two miles of the library; however, a considerable number (53) live more than 5 miles away.

How old are you?

14 and under	62 (1/5 of the patrons)
15-19	87
20-24	44
25-39	47
40-59	32
Over 60	11

Over half (197) were under 25 years old, and more than 70 percent were under 39 years of age (250). People over 40 did not seem to be using the library much. There are a number of housing units for the senior citizens—this might be an untapped resouce.

The ninth question concerned the educational attainment of the library user.

What is your present grade in school, or the highest grade that you have finished?

6th grade	7
7th	35
8th	29
9th	24
10th	27
11th	21
12th	53
Business college	8
Community college (attending)	20
College (or attending college)	87
Graduate school (or had attended)	24
Vocational school	4

The tenth question revealed that a great proportion of the patronage is student oriented—this orientation is represented in the next table:

What is your occupation?

Student	182 (approx. 54%)
Professional	31
Housewife	27
Sales or clerical	26
Craftsman, foreman, driver, operator, laborer, etc.	25
Unemployed	9
Retired	7

The patrons using the East Saint Louis Public Library the week of the questionnaire were mostly students, living within two miles of the library, under forty years of age, registered borrowers, relatively unfamiliar with other library resources in

the region, and using the library's reference materials. This is a rather pat description of the borrower, but may be a true profile.

The second part of the questionnaire was filled out when the patron was ready to leave the library. This part concerned the type and quality of service obtained by the subject. Less than one-third (104) used the card catalog to assist them in learning of the library's resources. The catalog is somewhat difficult to use, and quite different from many traditional card catalogs; i.e., the catalog is divided and the format of the cards themselves is confusing.

One hundred and forty-three sought assistance from the library staff. Of them, 109 found the staff helpful and courteous and 10 found the staff somewhat courteous and helpful. Twenty-four patrons found the staff discourteous and not helpful.

One hundred and fifty-nine said they found what they were looking for, and 64 stated that they found part of what they were looking for. One hundred and fourteen went away without finding what they wanted—over one-third.

What were some of the causes for satisfaction and/or dissatisfaction with the service? The presence of policemen was disturbing (a policeman is on duty in the afternoon and evening). * Seven decried the lack of current technical books. A number of the patrons deplored the sparcity of black materials. There was an indication that more newspapers and periodical holdings were needed. A recurring theme: "library needs updating," "better stock," "more books on social classes...history...black people," "more copies." The difficulty in obtaining a library card was mentioned by one patron. Staff members' attitudes were mentioned by one; however, three mentioned the willingness and courtesy of the staff. The improvement of the children's collection was mentioned. Poor ventilation was mentioned as a dissatisfaction. One patron stated that he would not use the library for serious work because of the lack of current information.

The last question sought suggestions for improving the library and its services. Thirty wanted more specialized materials and eighteen suggested changes in hours of operation.

*The employment of policemen or guards is a recent development in libraries throughout the country. In the last decade, libraries—especially in urban areas, have found that disturbances are fewer, loss of materials less frequent, and the security of staff and patrons is better assured by the employment of guards at certain hours of service.

Five suggested special programs and two mentioned fines. One each mentioned the problem of getting a library card, the courtesy of staff, and the necessity of updating the collection.

In order to get a cross-sectional appraisal of the public library and its image, two Saturdays were used to interview people shopping at a number of sites in the city. The interviewers were a group of high school and college students who were given a short orientation session prior to the first day of the interviews. About twenty centers were chosen for the interviews. These included shopping centers, downtown street corners, and neighborhood grocery stores.

In all, 1,411 people were interviewed. Almost all of them lived in the city (1,191), and over one-third (595) worked or went to school in the city. Over 30 percent had library cards (433), and some apparently had cards in more than one library. Four hundred and three used the city library, and 240 of these had library cards. Two hundred and eighty-one respondents used other libraries, 111 used the Saint Louis (Missouri) Public Library facilities—while the schools and colleges also provided services.

Other library use:	
St. Louis Public Library	111
State community college library	31
Southern Illinois University	99
School libraries	60
Other	70 (approximately)

Sixty-three percent of the respondents lived within three miles of the library. A considerable portion lived more than five miles from the library and ninety-seven lived more than eight miles from the library.

Distance of respondents from library:*	
Less than 1 mile	382
1-3 miles	484
3-5 miles	214
5-8 miles	111
More than 8 miles	97
Didn't know	123

*In another attempt to locate the users of the library, a map of the city was prepared. Residence of every tenth borrower, both adult and juvenile, was pinpointed on the map. The map reveals that the registered borrowers of the East Saint Louis Public Library come from all parts of town, in almost equal numbers except for the extremely far northeastern part of town.

If the library were to consider placing outreach points in the city, the respondents were asked to suggest possible places. The south end of town was suggested by 267 people. Centreville (not a part of East Saint Louis) was the next suggested location, receiving 144 recommendations. Seventy-three suggested shopping centers, and 45 suggested the north end of town. State Street and housing projects received votes. Over 400 had no opinion, and 338 suggested other sites.

The question concerning the availability of the resources of the Kaskaskia Library System was asked of this group, and only ninety-one—less than 10 percent—had heard of the library system.

One hundred and ninety-six of the respondents had never been in the library; 244 had not been in the library in more than 3 years; 187 indicated that it had been between 1 and 3 years since they were last in the library. Almost half of the respondents, 627, either had never been in the library or had not been in the library in the past 3 years. The registration period for card holders is 3 years. One hundred and nine had been in the library in the previous week, and 86 had been in the previous 2 weeks; 123 had been in from 2 weeks to a month previous to the interview; 101 had been in 1 to 2 months; 111 indicated they had last used the library between 3 and 6 months ago and 86 had last used the library in a 7-month to a year period. Again, almost half (616) of the respondents might be considered active users of the library since they had been in the library within the last year.

The respondents were asked to comment on the quality of the library.

Great	24
Good	158
All right	427
Fair	51
Poor	29

Two hundred and sixty-nine thought the library needed materials while 35 felt there was room for physical improvement in the building. Twenty-three thought the library was "no good," while 349 respondents had no opinion, and 51 did not respond.

We may conclude that the "man on the street" is not using the public library to any great extent, and the library and its services are not held in any great esteem.

Thirty-eight in-depth interviews were carried out by members of the investigating team. The team members were interested in eliciting attitudes from the respondents and their interest in the library. Twenty-three were heads of households; twelve were housewives; and three were other adults. Fourteen were male and twenty-four, female. The sample was fairly stable with regard to residence in the community; thirty-one had lived in the city for over ten years, four had lived in East Saint Louis from six to ten years, and three, for from one to five years. Twenty-one were married; thirteen, single; three, divorced; and one, a widow. Two lived alone; seven had two in the family; thirteen had three in the family; five had four in the family; four had families of five; and one each had families of six, seven, and eight or more. Four were in the age group of eighteen to twenty-five; eleven, in the age group twenty-six to thirty-six; eleven, thirty-six to forty-five; six, forty-six to fifty-five; and three were over fifty-six. The greatest proportion were between the ages of twenty-six and forty-five years. Thirty-one voted in the last presidential election. Thirty were presently employed full time and three were employed part time, two were unemployed, and three did not respond. Thirty-one had last attended school in the state of Illinois.

The investigators were interested in finding out attitudes of the respondents about their community. Twenty-eight felt that the city should grow further and ten felt that East Saint Louis was large enough. All agreed that the city needed more industries to locate in East Saint Louis. Twenty-three felt that an ambitious young man could find opportunities for jobs with a future.

Every community has its strengths and its weaknesses. The respondents were asked to rate the community (as either "adequate" or "needs improvement") on thirty items. The need for improvement of facilities was indicated overwhelmingly in most of the areas. These improvements are needed, according to the respondents, in parks and playgrounds; parking facilities; retail stores; school buildings; facilities for music, art, lectures, and drama; hospitals; streets. Some of these facilities were considered totally inadequate, including those for music, art, and drama, and those for recreation. Clean streets and the appearance of public buildings were other areas of great inadequacy.

Facilities alone did not exhaust what the respondents felt to be areas needing improvement in East Saint Louis. They also

mentioned general sanitary conditions throughout the city (including garbage disposal), traffic conditions, and working conditions. Respondents felt that juvenile delinquency was a problem. They wanted improvements in such programs as youth counseling, adult education, recreation programs, and concerts and lectures. Local government, teachers, and organized labor need improving.

The respondents also felt a need for cooperation among people—everything from citizens improving the appearance of their own lawns to cooperation between the city and the county and cooperation among churches for the improved role of the churches in community affairs and worship. They felt that community pride needs improving in East Saint Louis.

Areas of particularly acute need were felt to be local government, sanitary conditions, and youth counseling. The needs as a whole can be broken down into categories involving physical improvement of buildings and facilities, the improvement of the programs and conditions connected with the facilities, and the moral quality of the effect that improved programs in improved facilities can have on the people of the community.

The investigators also wanted to assess the respondents' interests and participation in affairs. The team wanted to know when the respondents had the most leisure time. The great majority, twenty-seven, mentioned evening hours after seven o'clock; three had morning hours before noon; and eight had hours between one and six PM. Other than Sunday, twenty-one respondents had indicated that Saturday was their best day for spare time activities, while five indicated Mondays—the rest were spread out pretty well over the rest of the week.

The investigators had another interest—what the respondents did with their spare time. The responses were many and varied. Sixteen, almost half, said they spent their spare time reading. Seventeen used their spare time engaged in some form of social activity (bowling, movies, boating, fishing, playing cards, etc.) Only two admitted spending time in front of the television set.

Organizations respondents belonged to:

Religious organizations	23
Social organizations	12
Civic organizations	15
Fraternal organizations	13
Political or governmental organizations	13
Professional groups	9

Twenty-three indicated that they held an officer position or membership on an important committee in an organization.

No. meetings attended per month:	
1-3 meetings	14
4-7	9
8-12	4
Over 12	6

Within the past year, 14 respondents had taken some sort of courses in schools of some sort; and 20 had participated in a study group or reading group in the past year. Some of the subjects studied included library science (reference), human relations, English composition, group dynamics, secretarial, law enforcement, municipal management, insurance, cooking, remedial reading, sensitivity training, teaching the disadvantaged, Christian social concerns, and the Urban League. Some of the sponsors mentioned were Southern Illinois University, Washington University, the East Saint Louis Human Relations Commission, the Danforth Foundation, the Methodist Church, and School District 189.

Twenty-four respondents had read a book within the past month and titles included popular best sellers, black materials, and professional reading. Five had read a similar type of book within the past year.

Thirty-five regularly read newspapers, including the *Post-Dispatch* (twenty-one), *Globe* (fifteen), *Metro East Journal* (thirty), and the *Wall Street Journal* and the *Edwardsville Intelligencer* (one each). Most respondents indicated that they enjoyed the sports news and editorial pages most. Fifteen said that they felt the news section was most important, along with the editorial pages. Twenty-seven read magazines regularly, *Ebony* being read by twenty-one respondents. The other popular magazines were mentioned also.

When asked about kinds of books and magazines they liked to read, the respondents named social problems (twenty-three), national and international affairs (twenty), social welfare (eighteen), economic affairs (eighteen), government (eighteen), family relations (fifteen), education and schools (fourteen), getting along with others (fourteen), religion (fourteen), and health (ten).

Thirty respondents read for self-improvement while twenty-nine read for information and eighteen for purposes of

entertainment. Fifteen wanted to learn more about government, six were interested in art and music appreciation, and an equal number were interested in improving home life.

Thirty-two of the respondents purchased their books, eleven used the library, and fifteen borrowed materials from friends. Private collections ranged from 1 to 600 volumes. Seventeen owned libraries from 76 to 300 volumes. Two had libraries of 301 to 400, and an equal number between 501 and 600.

The subjects were asked if they had ever borrowed books from the public library. Twenty-seven answered yes and eight said no. Thirteen indicated that they used the public library occasionally, only two used it often, while fourteen hardly ever used the public library. Eleven stated that they did not use the library because the library lacked materials they sought, and one each stated that it was too far and that he had no time to go to the library. Thirteen thought that students got most out of the library while nine thought adults did, but only two thought children were best served by the present library program.

Children's programs were suggested as a program to be inaugurated by the library, by thirteen; five respondents wanted lectures; nine wanted either branches or study centers. Other suggestions included recreational programs, audiovisual materals, a Negro history display, movies, change of personnel, better books, and better public relations.

The results of this type of interview would indicate that a literate, committed, involved sector of the library's potential public is not impressed with library services.

Service to the school child is the backbone of many public libraries. The team was interested in the use of the public library by students. In East Saint Louis, elementary schools depend on the public library for room collections, while the secondary schools have small library collections. The nonprint media are provided by the school board in the poverty target areas. The parochial schools have libraries in some of their schools. The bookmobile has scheduled runs to both public and private schools, and the service is heavily used.

The school survey was two-pronged in design: the students were asked to fill out a short questionnaire, and they were asked to take one home for the family to fill out. Grades four through twelve were chosen in the public and private schools. The investigators realized that homes where the only child in school was in kindergarten through third grade would

be missed, but it was felt that the sample was reliable. Eighty-six hundred students' questionnaires were used (about one-third of the school population), and 5,039 families responded with usable responses.

The family questionnaire wanted to find out what was being read in the home and about attitudes toward the print and nonprint media. Over half of the families subscribed to the local daily and/or Sunday paper (2,912); subscribers to the two weekly black papers numbered 1,100 (*Crusader*) and 650 (*Monitor*). The two Saint Louis papers were quite popular with Sunday readers: *Post-Dispatch*, 1,410, and *Globe*, 698, a goodly number taking the daily editions (less than 600 in both instances). Thirty-nine other papers were mentioned: papers from surrounding towns, other black weeklies, *Wall Street Journal*, religious papers, and underground papers.

Less than eight hundred families indicated that they belonged to a book club or a record club.

Almost every home had a television set or a radio—only seventy-nine without radios and seventy-five without TV.

Picture magazines dominate the subscription lists in the homes queried (2,297); women's magazines followed with 1,765 families; general magazines were found in 1,484 families; home decoration, 1,303; and children, 1,053. The other categories were all less than a thousand.

The presence of books in the home was of great interest to the investigators. A little over a thousand homes (1,078) had 20 or less hard cover books, while 91 homes had over 500 volumes. Over 2,000 families reported possessing between 21 and 100 books. Almost 1,800 families had collections of paperbacks ranging from 21 to 100 volumes. Comic books were in most homes; 2,892 families reported at least 20 comic books and 59 said they had collections in excess of 500 books.

It would be fair to say that the school population answering the questionnaires does not have a high regard for the printed word.

Eighty-six hundred respondents answered the student part of the questionnaire which was similar to the user questionnaire administered for a week at the library.

The first question was concerned with the reason for using the public library. Over three thousand used it for pleasure (3,394) and for study (3,291), 2,426 used it to check out books. Magazines (408), and recordings (317) were the next highest reasons given for using the library. Films or filmstrips brought 236 to the library and special programs brought 154 into the

library. Almost 400 stated that they did not use the library and 11 used the photoduplication facilities. Fifty-five stated that they used the bookmobile service.

A little over one-third (3,041) had a library card, and more than half (1,714) were held by students in the age group eight to thirteen years old. Nine hundred and thirty were in the thirteen to fifteen age bracket, and 397 were sixteen or older. Of the respondents, 3,465 admitted that they did not have a card, and again the largest group of nonlibrary card holders was in the eight to twelve year age group, while 1,350 were in the thirteen to fifteen year age group. And 601 students sixteen and older did not have a card.

Speaking of service by the library and its staff, 3,773 students found what they wanted on their trip to the library: 1,725 were in the eight to twelve age range, 1,380 in the thirteen to fifteen years age category, and 668 were sixteen years and older. But 1,831 did not find what they wanted. Nine hundred and forty-one were in the youngest group, 624 in the middle group, and 266 were sixteen and older. Reasons for not finding material wanted were as follows:

Library did not own book	400
Book out in circulation	991
Inadequate materials	443
Staff member unable to find answer to question	241
Other*	246

Almost half and half split over the question of having help in using the materials: 2,665 had help and 2,529 did not have help. The youngest group's responses showed that 1,227 had help and 1,237 did not, while the middle group showed that 964 had help and 911 did not; and the group sixteen and older showed that 474 had help and 381 did not have help.

How often do you use the library?

Every day	62
Several times a week	345
Weekly	650
Several times a month	935
Monthly	2,385
Summer	1
Once a year	24
Never	2,078

*Some reasons listed were: closed stacks, not eligible to use the library, discourtesy of librarians, difficulty in using card catalog, torn and useless books, and other reasons.

The mode of transportation used to get to the library interested the investigators. Over 1,700 walked to the library, while 1,180 used the bus system and 2,001 came by automobile. Bicycles, motorcycles, and skates were mentioned as other modes of travel.

Reasons given why the library was not used more often revealed a number of them: too far away (2,704), no bus in area (182), inconvenient parking (152). Nine hundred and seventy-nine had to depend on someone else for transportation, 109 indicated that there was no evening bus service in the area, 857 admitted that they had no interest in using the library, 515 had no time for reading, 97 were frightened by the area in which the library was located, 4 objected to the presence of Negroes in the library, 73 used other libraries, 8 had everything at home, information was limited for 11 students; and 73 felt they did not need to go to the library.

How long have you lived in East Saint Louis?

Six years	882
6-12 years	2,639
12 or more years	2,867

The preponderance of users, by grade in school, were the sixth graders, with 1,236 users. The tenth graders represented the smallest group of users.

	Total Enrollment by grade	Users
4th grade	2,349	897
5th grade	2,272	735
6th grade	2,290	1,236
7th grade	2,008	909
8th grade	1,862	856
9th grade	1,887	733
10th grade	1,525	361
11th grade	1,179	459
12th grade	1,189	501

The students answering the questionnaire were quite active in extracurricular activities: 8,367 of the 8,600 respondents were members of at least three clubs; 181 were in four to six clubs; 31 were members of seven to nine clubs, and 21 respondents were members of ten or more clubs.

The East Saint Louis Public Library has a vast untapped market among the school students of the city. No group seems to be getting the service it needs and deserves from the library. Serious consideration must be given to the student problem.

A REVIEW OF THE FINDINGS OF THE INVESTIGATIONS

The East Saint Louis Public Library as Seen by the Study Team:

Card Catalog:

This is the user's key to the library. The fact that this catalog is a divided catalog may make it difficult for some people, accustomed to other catalog arrangements, to use the catalog. The lack of uniformity of card style and the poor condition of the cards themselves indicates that the catalog is in need of prompt attention.

Registration:

Clarification of the free access to the library by all residents of the city is not sufficiently made known to the prospective users.

Location of the Library:

The geographical shape of the city makes a central, crossroads location difficult. Since many people live at some distance from the library, some outreach programs are indicated.

Staff:

At the time of the study, no member of the staff had had professional library training.

Kaskaskia Library System:

The library systems of Illinois are built on the existing strengths of the libraries within the system. The network established which links the local library to the largest research and reference libraries in the state makes a great wealth of material available to the user of any library. More use should be made of the resources available through the Kaskaskia System.

Bookmobiles:

Use of bookmobiles for school service only is questionable.

Consideration should be given to community bookmobile stops during the summer when they are not being used at the schools.

ADULT COLLECTION:

Reference:

Of ninety-seven titles in *Reference Books for Small and Medium-Sized Public Libraries*, only twenty-nine were found in the reference collection. The collection needs enriching badly.

Nonfiction:

The Public Library Catalog was checked for holdings in nonfiction. Of the 501 items checked, only 155 were found in the collection. In checking the *Senior High School Library Catalog*, 307 items were checked, and 141 were found in the collection. In observation of the collection of nonfiction, many old, out-of-date editions of books were discovered. The collection badly needs weeding and new materials should be added. The condition of the nonfiction collection is clearly related to some of the dissatisfactions expressed by serious users of the library.

Fiction:

The Fiction Catalog was checked. Of 359 items checked, 183 were found. In the supplements to the *Fiction Catalog* issued from 1961-65, 158 items were checked and 66 of them were found. The rental collection available makes this lack less pressing, since some current fiction is available through this rental agreement. However, some current fiction should be added to the permanent fiction collection.

Periodicals:

Magazines for Libraries was checked. Of 211 periodicals suggested for small and medium-sized public libraries, 26 titles were found in the collection.

The microfilm collection of the East Saint Louis newspapers with its index file is a valuable source of local history. Unfortunately, the index is not up-to-date.

Special Areas:

Books by and about blacks.

The Negro in the United States, a List of Significant Books, was checked and the library held fifty-seven of the sixty-one titles checked.

The Schaumberg Collection. The addition of this collection on microfilm is a notable purchase of the library, and should be of considerable value to the community through the facilities of the reader printer.

In summary, the adult collection needs to be weeded and strengthened in almost all categories.

CHILDREN'S COLLECTION:

The Children's Catalog, Eleventh Edition, with supplements, was checked. The library held 236 of the 255 titles checked in these. This collection seems to be much better developed, and since many people expressed interest in and use of this part of the library, the investment in collection here seems to be worthwhile.

LOCAL HISTORY:

As mentioned above, a fine source for local history is available through the index to the microfilm copies of the newspapers held by the library. Unfortunately, this index is not up-to-date.

THE EAST SAINT LOUIS LIBRARY AS SEEN BY THE PATRON IN THE LIBRARY:

Of the 337 users (54 percent students) queried during the week, 159 found what they were looking for and 64 others found part of what they were looking for. Not all of them, however—only 143—asked for help in their search for materials. Most of those who did found the staff helpful. A little over a third of the users were looking for books or information on a specific subject. Current fiction and nonfiction were the interest of the more than 100 other users. A tabulation of the subject interest expressed might serve as a guide in book selection. Comments made by users in the library indicated considerable discontent with the service and collection of the library. They felt the need for more up-to-date materials in greater quantities and in a wide range of subjects. The difficulty in using the catalog and the patron's infrequent request for help from the staff, combined with the state of the collection as described above, may contribute to the dissatisfaction of the user.

THE EAST SAINT LOUIS LIBRARY AS SEEN BY THE SATURDAY SHOPPERS:

Of these 1,411 respondents, 616 might be termed active users of the library—people who had been in the library during the last three years—and therefore (since the registration period is a three-year period), might be considered active registrants. The collection of materials was the area of greatest concern to be expressed about the library. Many suggestions were made about other locations for a library service point.

THE EAST SAINT LOUIS PUBLIC LIBRARY AS SEEN BY THIRTY-EIGHT ADULTS:

These people were almost unanimous in believing that all kinds of public service—parks and playgrounds, school buildings, local government, hospitals, etc., as well as the public library, needed improvement. Most of them were busy people with little time except for weekends for leisure activities. Most of them were active members—committee members or officers—in religious, social, and civic organizations. Many of them were engaged in adult educational activities, some in credit courses. Most of them were readers, twenty-four having read at least one book in the past month. They were regular readers of newspapers and periodicals, and many of them owned extensive libraries. They also used the public library, as well as other libraries. Their comments on the library, like the two given above, expressed concern about the lack of materials they wanted or needed in the public library. A large number of them, approximately one-third, were interested in having programs for children initiated by the library, and others wanted adult programs. Other needs they saw for the library included recreational programs, more audiovisual materials, more books, and better public relations.

THE EAST SAINT LOUIS PUBLIC LIBRARY AS SEEN BY THE STUDENT:

Most of the students who answered the questionnaire came from homes with newspapers, radio, and TV. Fewer had periodicals regularly and some had collections of books in their homes. The students used the library for pleasure and study, but they did not all check out books—only a little over one-third possessed library cards. Although 3,773 of the students found what they wanted when they went to the library, most of those responding in this manner were in the lower age

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range (see the analysis of the children's collection). Those who did not find the materials they needed said it was because the library did not own a particular book, or because it was in circulation. Only about half of the students asked a staff member to help them find materials when they went to the library. Most of the students used the library frequently. Many of those who did not go gave as their reason the distance to be traveled.

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LIBRARY STATISTICS FROM ANNUAL REPORTS—1965-1969 (Year Ending 31 December)

Population 81,712 (1960)	1969	1968	1967	1966	1965
Evaluation	169,068,745	168,802,087	170,313,257	176,164,531	
Levy Rate	.0822	.0752	.0824	.0829	
Income					
Taxes	129,815	95,707	134,230	134,700	53,890
Fees-fines	3,057	3,057	3,000	3,000	2,977
Other	20,380*	20,380*	16,869*		11,718**
Total	153,252	119,144	154,099	137,700	68,585
Expenditures for Salaries & Materials					
Professional salaries	33,000	31,507			
Other salaries	53,550	44,760			
Total salaries	86,550	76,267	73,830	58,118	56,353
Materials	25,305	19,119	15,484	14,812	7,697
Total salaries & materials	111,855	95,386	89,314	72,900	64,050
Personnel					
Number full time equivalent	14	11		13	

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LIBRARY STATISTICS FROM ANNUAL REPORTS—1965-1969 (Year Ending 31 December)

	1969	1968	1967	1966	1965
Circulation (Books)					
Main Library	82,019	90,129	99,619	107,421	148,406
Bookmobile	72,956	81,005	77,564	56,523	71,684
Nonbook circulation	1,966	1,807	287		
Total circulation	156,141	172,941	176,470	163,944	220,490
School collection circulation	21,946	27,070	28,290		
Registered borrowers		27,270	28,625	22,840	19,823
Reference questions	38,983	37,810	45,903	50,443	72,478
Book collection					
Books added	4,607	3,902	491	3,549	2,476
Books withdrawn	1,753	342	906	1,207	
Total collection	110,956	106,349	102,789	98,704	78,386
Nonbook collection	12,688	11,191	9,487	8,107	

*Equalization Grant
**Gifts and anticipation warrants

POSSIBILITIES FOR THE FUTURE

By its very nature, East Saint Louis spells potential. Its strategic location marks it as the logical hub of metropolitan progress generated throughout a network of four highway bridges linking it to Saint Louis directly across the Mississippi River. East Saint Louis is the "stepping stone to the Gateway to the West."

The city is second among the rail centers of the world—there are fifteen trunk lines reaching into its terminus. Huge interchange complexes reflect the growing network of interstate, federal, and state highways which enter or pass near the city. These highways facilitate operations of twelve local truck and transfer lines as well as many nationwide carriers based throughout the central states. Four intercity bus systems also serve the city, and nine local barge terminals are supported by a massive flow of river traffic. Bi-State Parks Airport handles traffic from private and corporate planes.

The site of more than a hundred industries, East Saint Louis has a range of products comprising seventeen major categories of the Standard Industrial Classification. Included among local firms are some companies of national and international prominence. Economic development has taken a large step forward. One major industry recently erected a new 13 million dollar plant; another installed air pollution control equipment worth over a million dollars. The same company constructed a new laboratory and office building. The new federal office building represents a 1.25 million dollar investment and a new 2 million dollar U. S. Post Office Sectional Mail Center will provide 226,400 square feet of facilities for regional mail consolidation plus postal machine maintenance.

The growth of educational and rehabilitative programs within the city has been rapid. A technical rehabilitation center has been joined by Neighborhood Opportunity Centers in providing counseling, recreation, and health education. An advanced EOC program has paved the way to new employment opportunities for many workers through manpower development training. Plans have been laid for systematic removal of aging buildings and the central city with attractive residential areas, extensive "green belts," riverfront beautification, and well organized commercial sectors. A new civic center complex will lead a host of new community facilities. Residential facelifting is apparent in the 216-acre Denverside project with its eighty-six units of low-cost housing. The 4.2

million dollar Lansdowne Towers provide low-cost housing for the elderly.

There is no reason why the citizens of East Saint Louis cannot have good and adequate library service. Lowell Martin states in his study of the Chicago Public Library, the "urban condition calls for something more than 'business as usual.' " East Saint Louis can no longer afford mediocre library services. If it is to maintain its power and validity, its institutions of communication and understanding must be upgraded. It may have been able in the past to maintain a second-rate library, but now every urban agency must carry its share of the load.

A program of service is suggested that calls for the East Saint Louis Public Library to adjust to the people of the city in all of their differences. This does not presuppose a startling or revolutionary program for its own sake; the emphasis on the new and different may be no more relevant than acceptance of the old and the familiar. We must take the inherent strength of a library as a resources center with materials for self-realization, and make these resources relevant to the multiplicity of interests of a society which is questioning itself. Some of the proposals are no more than a deeply felt plea for quality in the traditional library services. Again to quote Martin, "the call to excellence and to innovation" is sounded for the East Saint Louis Public Library.

A strong public library is not a prestige symbol for a city, but rather a working agency—a center of service to people, a source of information for the business, educational, social, governmental, practical, and purely recreational needs of East Saint Louisans. The public library should open self-development opportunities for people of all educational attainment and culture. The library should bring people and resources together. The library should bring resources on topics of contemporary living into the lives of the citizens. The library should enter into the community and cultural life of East Saint Louis, serving as a focal point for its activities. The library should aid and supplement the formal education programs of schools and colleges by providing resources for students that cannot be adequately and conveniently provided by the institutions in the area. The library should provide specialized resources to sustain the complexities of urban existence.

There is more than enough room for imagination, innovation, and new approaches to librarianship in these objectives. East Saint Louis needs better library service, not an agency diverted by excursions into formal instruction, advanced re-

search, or provision of welfare services—things other agencies in town can do better. The prime goal of the library is to bring quality, effectiveness, and impact to its responsibilities of providing recorded resources and knowledge and getting them used.

The redirection of objectives, or the establishment of them, for the East Saint Louis Public Library should focus on: cultural resources for the more intellectual and experimental segment of the society; basic utilitarian and self-development resources for the urban underprivileged; subject and educational provision for students and adults.

At present no segment of the population of East Saint Louis is getting a fair shake from library services. The idea is suggested that serious thought be given to inaugurating a library authority for the city of East Saint Louis and School District 189. Authorities are not new—states have used the idea to build bridges, interstate highways, hospitals, et. al.—why not a library authority? This authority would be responsible for all library service—to the school child (public and private), to the college and university student, to the research person seeking resources in an esoteric field, to the urban underprivileged, and to the citizens just looking for a book to read. This constitutes an overall redesign of the library services for the city. The collection of the public library should be rapidly built up into a resource equal to the demands of its proposed patrons; an information-bibliographic center is to be established to provide excellence in reference services; one or more media centers for the urban disadvantaged patron will be established; audiovisual materials are to become an integral part of of all agencies throughout the library; staff members of several distinct levels and specialties should be recruited and trained for this more specialized and diversified center; and a long-range goal should be the erection of a new building designed expressly for library services.

The library authority would take over and be responsible for services for all people in the city. There would be close cooperation with and greater use of the facilities and services of Kaskaskia Library System. In fact, a further goal might be for the ultimate merger of all library programs in the county with Kaskaskia Library System. No library can afford to work alone today—cooperation, consolidation, federation, and merger are real considerations. The nadir of library services seems to have been reached in East Saint Louis and considerations for new plans of service are in order.

Public library branches have played an important role in bringing services close to most of the people. There is a need for the East Saint Louis Public Library to consider the establishment of branches, subbranches, or deposit collections in other parts of the city. At present there are no branches, and some of the schools have classroom collections. However, the geography of the city and spread of patrons dictate that some sort of outreach program be inaugurated. The housing projects and community centers offer natural outlets for service. Consideration of a school for a branch after school hours should be undertaken. Outreach into the community with collections in bars, barbershops, and beauty shops offer other considerations. More extensive bookmobile service is another alternative. Storefront facilities are being used effectively in some systems. Whatever the final form, outreach services of both a formal and informal nature should be explored immediately.

Increasingly in the period ahead, branch service should be considered and planned in connection with growing school and college complexes or centers. It is clear that there is a need for a number of outlets of a study-hall nature in the inner city—not to provide large, standard subject collections, but to make multimedia resources which are needed by local residents available to meet their requirements. Criteria for the erection or selection of these outlets would need review in the light of traffic patterns. Service to the elderly, handicapped, and ill should also be considered.

Precise standards cannot be devised for materials needed in all outlets to achieve services outlined. Variety of resources must follow variety of program. The following guidelines for a branch library are only suggestive: a book collection of up to twenty-five thousand volumes, one-third for younger children, one-third in introductory subject materials, and one-third on selected topics for adults. One thousand reference volumes (three to four hundred titles). Forty to fifty magazine subscriptions, in some communities with selected titles duplicated; no back issues kept. Four hundred to five hundred recordings, with varying selections depending on community. Films and filmstrips on long loan to support education programs. Smaller outlets would, of course, need smaller collections.

A vital problem in any public service organization is that of personnel—the recruitment and retention of a competent staff. This applies full force to the East Saint Louis Public Library.

There are no professionally trained librarians on the staff of the East Saint Louis Public Library. There must be books in a library, but a collection of books remains just that without a competent staff.

The present staff has done a herculean job with their expertise gained through experience and on-the-job training. The higher level of service proposed for East Saint Louis is based on the assumption that professionally trained librarians must be hired to operate the new program.

Public library service to children has long been one of the most effective services. There is a dire need for a children's services coordinator to build a collection and a service to better meet the needs of the library's "best customer." A young adult librarian is needed to direct a meaningful program for the teenager and college student. Reference librarians will be needed to operate an efficient, successful reference program. Technical services must be directed by knowledgeable people, or the use of technical processing services offered in the state should be considered. The appropriate supportive staff must also be hired to provide back-up for the professional staff. Through continuing education, the present staff must be upgraded to serve a new day. The manpower must be found to manage the outreach program of the library.

Technical services in the East Saint Louis Public Library are not up to current standards. Immediate attention must be given to this portion of the library operation. The present card catalog is deteriorating rapidly—some of the cards are actually crumbling in the trays. The format of the main entry unit card is unorthodox. The divided catalog is confusing for users.

Several suggestions for change in the technical services division: drastic weeding of the present collection, the inauguration of a book catalog to replace the present card catalog; and the computerization of the holdings of the library (it is my understanding that computer time is available from the city). All of these changes presuppose the hiring of a professional staff to man technical services, or the use of processing services elsewhere in the state.

New computer methods now make possible the automatic production of catalogs in book form. New prospects open, both in service and convenience for the user.

Local history has been neglected shamefully in East Saint Louis. A committee of people familiar with the historical record should be appointed to review the desirability of includ-

ing a local history division in the newly-defined library program.

As future vacancies occur on the board of trustees, appointments should be of relatively young individuals and persons experienced in local community life. Membership on the library board should by practice be limited to two consecutive terms of three years each. The board should undertake the search for a professionally trained staff. Communication at all levels, formal and informal, official and unofficial, should be consciously fostered to pull the staff and administration together and have them function as a unit. The process of change in response to the developing urban scene is to be consciously facilitated within the library to enable the institution to modify programs, rearrange priorities, and if need be, alter direction in the days ahead.

In the next five years, the operating budget of the East Saint Louis Public Library should increase to implement suggestions of this report. There may be a need for the city to increase library support beyond mandated levels at present. The county and state may be called upon to assist in the creation of the library authority idea—this is in line with the state responsibilities for education and the policy concerning libraries as set forth in Illinois statutes. Assistance might be forthcoming from foundations in light of the experimental nature of some of the recommendations. Close contact with the Kaskaskia Library System cannot be overemphasized. The nation, the state, the county, and the city have a stake in the service program of East Saint Louis and should contribute to its support.

The collection of the East Saint Louis Public Library is woefully inadequate. At present, it is not serving any section of its patrons adequately. Immediate attention must be paid to it.

The collection needs to be enlarged. Even *Interim Standards for Small Public Libraries* requires two useful, up-to-date books per capita for libraries of fifty thousand. More recent suggestions for holdings recommend 2.2 books per capita for libraries serving populations from fifty to a hundred thousand;* while other suggestions are even higher. The present collection should be scrapped, and a collection started anew. But this is not feasible. Instead, the collection may be carefully weeded, and what is left will serve as a nucleus for a new library to serve the present community.

*Wheeler, Joseph L. "What Good are Public Library Standards?" *Library Journal*, February 1, 1970, p. 455.

Trained personnel will have to be used to build the new collection. However, the present library board can seek assistance from subject specialists at regional and state library levels for assistance. This expertise can assist with enrichment of the collection while a competent staff is being formed. It may be necessary to hire bibliographers to assist with the program during the formative stage.

The periodical collection is greatly in need of strengthening. If the library is to serve the needs of those engaged in higher education, the periodical holdings must reflect this service. Back files must be built up, and the material must reflect the curricular offerings and interest to the community.

A citizens' advisory committee acting as an aide to the board will be an invaluable weapon in establishing and maintaining liaison with diverse segments of the community.

Public relations is a vital asset to any agency, and the need for good library public relations in the community is urgent. Efforts should be made to change the image. Some efforts can be put forth almost immediately. Cancel and destroy all records of lost books and fines for overdue material. Start with a clean slate with no one indebted to the library for anything. Relax the registration procedures. Any one who can produce some sort of identification—even a letter addressed to the would-be patron—should satisfy the need for identification. This would perhaps finally free the library from the onus of earlier years when only property owners could have a library card. Relax some of the restrictions about children using the adult collection. Purchase some popular paperbacks and popular magazines and allow them to circulate freely—the books need not be cataloged. Don't get uptight if some disappear. Encourage the staff to be pleasant to all patrons. If nearby parking could be provided, this would be a welcome boon to patrons. These are just a few suggestions for improving the image of the library. With the launching of a new program, community support and encouragement is demanded.

Recommendations for Action

Within the next three to six months:

Staff

1. Search out on a wide basis additional professional staff to serve in the period ahead. Relax requirement that an employee must live in East Saint Louis. (This does not release the

employee from the obligation to acquire a wide knowledge of the community, and an involvement in the activities of the community.)

a. Assistant Director
b. Children's librarian
c. Young people's librarian

2. Develop an intensive in-service training program for all staff. (Solicit Kaskaskia aid in this venture.)

In order to free staff for work with the public and in the collection building activities (see below), consider contracting with the Illinois Library Materials Processing Center for book ordering, cataloging, and processing.

Collection

Develop a plan to improve the collection.

a. Weed the collection, using standard lists as a guide, and calling upon the knowledge of the staff for help regarding local use and requests.

b. Build the collection by the addition of new books, using standard lists as guides in all fields, to reference, adult fiction and nonfiction, periodicals, and—to a lesser extent—the children's collection.

c. Determine audiovisual needs, based on consideration of the Kaskaskia policy in this field. Study with the system to determine the role of the East Saint Louis Public Library in system-wide AV services. Plan for the development of AV services.

d. Recatalog where needed, retype crumbling cards according to standard form, consider alphabetical arrangement. (This will be easy to do in conjunction with the weeding process. Many cards will not be needed.) Investigate the possibility of other kinds of catalogs (book, computer).

Services

Encourage the use of the library by every means. (Note suggestions in public relations recommendations below.)

Call upon Kaskaskia for help and suggestions in planning increased services and programming for children and for young adult and adult library users.

Facilities

Plan at least two outreach installations, one to be opened

within a six-month period; the second, shortly thereafter. These should be planned to take an extension of the public library and its services to the parts of the city where people do not ordinarily use the library, or where additional library services are needed. A small collection of library materials of all kinds and an active program of service and community involvement should be planned for these centers.

Finances

Study the budget to provide needed increases in book budget and staff salaries.

Increase the tax levy to fifteen cents.

Investigate possible grants from Model cities, the Danforth Foundation, the Library Services and Construction Act, and so on.

Public Relations Program

Develop a regular, systematic program of public relations utilizing all media, and produce brochures, booklists, posters, and so on for special projects.

Within the next Six Months to a Year and a Half:

Continue collection building, weeding, catalog renovation, staff recruitment and training, public relations programs, and close work with Kaskaskia Library System in all areas.

After a year of operation, evaluate outreach centers, and determine if others are needed. If so, plan and put into operation such centers. Work with other library agencies in the city to plan a central library administration for all library service in the city—public schools, community college, vocational training schools, and others. Such an arrangement might first be done by contract, but could eventually become a library authority for East Saint Louis, providing all local library resources for East Saint Louis through shared staff, collections, and space.

Form a Friends of the Library group, perhaps using as a nucleus the advisory council committee for this study. Increase service to the businessmen of the community, and involve them in the group.

Within the Next Two to Five Years:

Continue building the library collection, staff, and resources, and intensify public relations.

Involve organizations and community groups in library support.

Form the library authority to provide complete local library service.

Study building needs, sites, and the location of outreach centers, and develop a building program.

By 1975, the library should exhibit focus and quality in its programs—now push for a new main library building.

The old library idea will have given way to the concept of the library as an integral part of the lives of citizens—on the streets where they live, in the groups in which they associate, in the jobs they hold, in the cultural and recreation activities which give buoyancy and zest to their lives. Library resources in East Saint Louis will have been built up to and maintained at a level serving the needs of most of its patrons. Intermediate subject and media resources will be available to people conveniently within their neighborhoods. Highly diversified library programs will exist throughout East Saint Louis and change with neighborhood changes. At every outlet, library resources will be as much nonprint as print materials. The librarian will be a specialist as well as an advocate promoting and guiding the optimum use of the agency. The library will be staffed with a diversity of personnel matching the diversity of the community it serves. Finally, the East Saint Louis Public Library will function within a state, regional, and perhaps national network, performing its role as an agency with admirable resources, and in turn connecting with metropolitan complexes and materials across the nation.

A public library is by definition a people's library. This call for quality and innovation must eventually lead to a true people's library.

SHOPPING CENTER QUESTIONNAIRE

EAST SAINT LOUIS PUBLIC LIBRARY SURVEY

DO YOU HAVE AN E. ST. LOUIS PUBLIC LIBRARY BORROWERS CARD?

YES_____ NO_____

DO YOU USE THE E. ST. LOUIS PUBLIC LIBRARY?

YES_____ NO_____

DO YOU USE ANY OTHER LIBRARY IN THE AREA?

YES_____ NO_____

IF YES, WHERE?

DO YOU LIVE IN EAST ST. LOUIS?

YES_____ NO_____

DO YOU WORK IN EAST ST. LOUIS?

YES_____ NO_____

HOW FAR DO YOU LIVE FROM THE LIBRARY?

WHERE WOULD YOU LIKE TO SEE A BRANCH LOCATED?

DO YOU KNOW OF THE SERVICES OF THE KASKASKIA LIBRARY SYSTEM?

YES_____ NO_____

WHEN WERE YOU LAST IN THE EAST ST. LOUIS PUBLIC LIBRARY?

WHAT IS YOUR OPINION OF THE LOCAL PUBLIC LIBRARY?

PUBLIC SCHOOL STUDENT QUESTIONNAIRE
(Distributed to every student at school)

The East St. Louis Public Library wants to serve you better. Your answers to the following questions will help us plan better library service. You need not sign your name. Return to your teacher. Thank you.

1. For what reasons do you use the East St. Louis Public Library?

( ) to read for pleasure
( ) to find books
( ) to find a recording
( ) to attend special programs
( ) other (please tell us)_____
( ) to study
( ) to find a magazine
( ) to find a film or filmstrip

2. Do you own a library card? yes ( ) no ( )
3. When you were last in the library, what subjects were you interested in? _____
4. Did you find what you wanted? yes ( ) no ( )
   If not, please answer question below.
5. If you did not find what you wanted, was it because:
   ( ) the library does not own the book
   ( ) the book was out
   ( ) the materials you found were inadequate
   ( ) the staff member did not find the answer to your question
   ( ) other (please tell) _____
6. Did you have help in using the material in the library? yes ( ) no ( )
7. How often do you use the library?
   ( ) every day
   ( ) several times a week
   ( ) weekly
   ( ) several times a month
   ( ) monthly
   ( ) never
8. How do you get to the library?
   ( ) walking
   ( ) bus
   ( ) automobile
   ( ) other (tell) _____
9. Why don't you use the library more often?
   ( ) live too far away
   ( ) no bus in my area
   ( ) inconvenient parking
   ( ) not interested in using library
   ( ) must depend on some one else to bring me
   ( ) no bus in the evening in my area
   ( ) no time for reading
   ( ) other (please tell) _____

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10. If you are a regular user, what would you like to find in the library _____
11. Address _____
12. How long have you lived in East St. Louis? _____
13. What grade are you in? _____
14. How old are you? _____
15. How many clubs do you belong to in school? _____
16. Sex: ( ) male ( ) female

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FAMILY QUESTIONNAIRE ON READING

(Distributed to families through school children)

The East St. Louis Public Library is studying its services and the people it serves to find out how it can better meet the needs of the community. We are asking the parents of students in all schools in the district to fill out this questionnaire as soon as possible. Please return to the school by one of your children. We appreciate your cooperation. PLEASE DO NOT SIGN YOUR NAME TO THIS SHEET.

X X X X X X X X X X X X X X X

Check or fill in the blanks

We read or subscribe to a newspaper:

	Daily	Sunday	Weekly
Metro-East Journal	____	____	____
St. Louis Post-Dispatch	____	____	____
St. Louis Globe	____	____	____
East St. Louis Crusader	____	____	____
East St. Louis Monitor	____	____	____
Other (_____)	____	____	____

We read or subscribe to one or more magazines of the following types:

( ) News (*Time, Newsweek*, etc.)
( ) General (*Reader's Digest, New Republic, Nation*)
( ) Picture (*Life, Look, Ebony*, etc.)
( ) Women's (*Ladies Home Journal, Good Housekeeping*, etc.)
( ) Home decoration (*House & Garden, Better Homes & Gardens*, etc.)
( ) Fashion (*Vogue, Harper's Bazaar, Glamour, Seventeen*)
( ) Science (*Scientific American, Science Digest*, etc.)
( ) Literary (*Saturday Review, Atlantic Monthly, Harpers*, etc.)
( ) Farm (*Prairie Farmer*)
( ) Business (*Business Week, Fortune*, etc.)
( ) Hobby (*Popular Mechanics, Stamps, Photography*, etc.)
( ) Religious (*Christian Century*)
( ) Children (*Jack & Jill, Children's Digest, Boy's Life*)
( ) Other

We do ( ) do not ( ) belong to a book club (*Literary Guild, Book of the Month, Negro Book Club*, etc.)

We do ( ) do not ( ) belong to a record club.

There are approximately_____"hard cover" books in our home.

There are approximately_____ paperback books in our home.

There are approximately_____ comic books in our home.

We do ( ) do not ( ) have a radio?

We do ( ) do not ( ) have a television set?

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LIBRARY-USER QUESTIONNAIRE

(Distributed in Library)

To improve the services of the East St. Louis Public Library, we need your cooperation in filling out this questionnaire. It is important that we receive a completed questionnaire from everyone. Do not sign your name.

---

1. Have you come to the library today to:
   CHECK out books, records or pamphlets
   use reference books, such as encyclopedias, almanacs, dictionaries, or other materials which cannot be taken from the library
   read magazines or newspapers
   bring and read your own books or materials
   return books only
   other use (please tell)_____

---

2. For what kind of reading material or information did you come to the library today?
   books or information on a specific subject
   (What subject?) _____
   current fiction
   current non-fiction (biographies, current events)
   older standard works (classics, histories, biographies, etc.)
   other (please describe) _____ _____

---

3. Do you have a current East St. Louis Public Library borrowers' card?
   _____ yes _____ no

4. Do you use any other library regularly besides the East St. Louis Public Library?
   _____ yes _____ no If yes, where:_____

5A. Are you familiar with the services of the Kaskaskia Library System__yes _____ no

5B. Do you live in East St. Louis?__ yes _____ no
   If no, where: _____

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6. Do you work or attend school in East St. Louis? ___yes _____ no ____

7. How far away do you live from this library?

___ 0 - 1/2 mile (4 long blocks)
___ 1/2 - 1 mile
___ 1 - 1 1/2 miles
___ 1 1/2 - 2 miles
___ 2 - 3 miles
___ 3 - 5 miles
___ over 5 miles

8. How old are you?

____ 0 - 14 years
____ 15 - 19 years
____ 20 - 24 years
____ 25 - 39 years
____ 40 - 59 years
____ 60 years or older

9. Education: If you have finished school, circle the highest grade you have completed.
If you are still in school, circle the grade you are now in:

Elementary school	0 1 2 3 4 5 6
Junior high	7 8 9
Senior high	10 11 12
Business college	1 2 3 4
Community college	1 2
College	1 2 3 4
Graduate school	1 2 3 4 5 6
Vocational school	1 2 3 4
Other school	1 2 3 4

(What kind? such as Adult Education) _____

10. Occupation: Check only one of the positions showing where you spend most of your time:

_____ student
_____ housewife
_____ unemployed
_____ retired
_____ professional
_____ sales or clerical
_____ craftsman, foreman, driver,
_____ operator, laborer, etc.
_____ other, please give:
_____

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PLEASE DO NOT ANSWER THE FOLLOWING QUESTIONS UNTIL YOU ARE READY TO LEAVE THE LIBRARY

11. Did you check for books or other material in the card catalog?
    _____ yes _____ no

12. Did you ask someone on the library staff to help you?
    _____ yes _____ no
    If yes, were they helpful and courteous?
    _____ yes _____ somewhat _____ no

13. Did you find what you were looking for?
    _____ yes _____ Partially _____ no

14. If dissatisfied, what caused your dissatisfaction?

15. Please make any other suggestion you may have for the library below; such as, hours of opening, special materials, special programs, fines, etc.

SAMPLE POPULATION INTERVIEW QUESTIONNAIRE

Address _____

Head of household	( )
Housewife	( )
Other adult	( )
male	( )
female	( )

THE COMMUNITY

1. How long have you lived in this community?

Less than 1 year	( )
1-5 years	( )
6-10 years	( )
over 10 years	( )

2. Would you like to see the city grow and have more people in it, or is it big enough as it is?

grow	( )
big enough	( )

3. Would you like to see more industries locate here?

more	( )
enough already	( )
too many	( )

4. Do you think an ambitious young man can find opportunities for jobs with a future right here, or do you think he would find a better chance for advancement elsewhere?

here	( )
elsewhere	( )

5. Every community has its strengths and its weaknesses. How would you rate this community on the following items. Which are East St. Louis' strongpoints, which are just adequately taken care of now, and which are items that really need to be improved?

	Adeq.	Impr.
1. sanitary conditions	( )	( )
2. parks & playgrounds	( )	( )
3. parking facilities	( )	( )
4. community pride	( )	( )
5. juvenile delinquency	( )	( )
6. retail stores	( )	( )

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7. musical, art, drama	( )	( )
8. local government	( )	( )
9. school buildings	( )	( )
10. cooperation among churches	( )	( )
11. hospitals	( )	( )
12. recreation facilities	( )	( )
13. co-op among people	( )	( )
14. traffic	( )	( )
15. worship	( )	( )
16. youth counseling	( )	( )
17. organized labor	( )	( )
18. co-op with county	( )	( )
19. school teachers	( )	( )
20. public library	( )	( )
21. working conditions	( )	( )
22. adult education	( )	( )
23. recreation programs	( )	( )
24. churches in community affairs	( )	( )
25. housing	( )	( )
26. garbage disposal	( )	( )
27. appearance of private lawns	( )	( )
28. appearance of public buildings	( )	( )
29. clean streets	( )	( )
30. concerts and lectures	( )	( )

INTERESTS, PARTICIPATION, AND ACTIVITIES

6. During which hours of the day do you usually have the most spare time?
   morning hours 7 8 9 10 11 12
   afternoon hours 1 2 3 4 5 6
   evening hours 7 8 9 10 11

7. During which day or days of the week do you usually have the most spare time?

Monday	( )	Tuesday	( )
Wednesday	( )	Thursday	( )
Friday	( )	Saturday	( )
Sunday	( )		

8. What do you usually do in your spare time?
9. To which organizations do you belong? Include religious, social, fraternal, educational, recreational, etc.
10. During the past year have you been an officer of any of these organizations or on an important committee?
    Yes ( ) No ( )

11. Approximately how many organizational meetings do you attend each month, including all the organizations you belong to?

None	( )
1-3	( )
4-7	( )
8-12	( )
over 12	( )

12. Within the past year have you taken a course of any kind at the high school, college, business school, YMCA or YWCA, correspondence school or any other institutions? Yes ( ) No ( )
    If yes, a. What was the course about?
    b. Which institution sponsored it?

13. Within the past year have you participated in a study group or reading group?
    Yes ( ) No ( ) If yes,
    a. What was the name of the group?
    b. What did the group study or read about?
    c. Who sponsored it?

14. Have you read a book during the past month?
    yes ( ) no ( )
    If yes, a. can you tell either the title of the book or what kind of book it was?
    If no: b. Have you read a book within the past year?
    yes ( ) no ( )
    c. Can you tell either the title of the book or what kind of book it was.

15. Do you read any daily newspapers regularly?
    yes ( ) no ( )
    a. Which one(s)

    b. What part do you enjoy the most?

    c. What part of the paper is most important to you?

16. Do you read any magazines regularly?
    yes ( ) no ( )
    a. Which one(s)

17. What kind of books and magazines do you like most to read?
    1. ( ) adventure stories 2. ( ) economic affairs

3. ( ) education and schools
4. ( ) family relations
5. ( ) fashions
6. ( ) getting along with others
7. ( ) health
8. ( ) historical
9. ( ) hobbies
10. ( ) how to make things
11. ( ) humor
12. ( ) mystery
13. ( ) national & international affairs
14. ( ) nature study
15. ( ) philosophy
16. ( ) poetry
17. ( ) religious
18. ( ) romance and love
19. ( ) science
20. ( ) science fiction
21. ( ) self-improvement
22. ( ) serious novels
23. ( ) social problems
24. ( ) social welfare
25. ( ) trade, business, or professional
26. ( ) travel
27. ( ) westerns
28. ( ) government

18. Do you read mainly for entertainment, for self-improvement, or to get some particular type of information?
    for entertainment ( )
    for self-improvement ( )
    to get information ( )

19. Suppose you had to choose among these items, which one would you prefer to learn about?
    1. understanding government ( )
    2. appreciating art and music ( )
    3. business operation ( )
    4. improving home life ( )
    5. how to entertain ( )
    6. how to lead a group discussion ( )
    7. how to play a musical instrument ( )
    8. religions of the world ( )
    a. Are there things other than those listed that you prefer to learn about?
    b. (Referring to answer a) In your opinion what would be the best way to go about learning this?

20. Do you usually buy the books you read, get them from the library, or borrow them from friends?
    buy ( ) library ( ) friends ( )

21. Approximately how many books do you and the other members of your family own?

22. Have you ever borrowed books from the public library?
yes ( ) no ( )
If yes:
a. Do you borrow books from it often, occasionally, or hardly ever?
occasionally ( ) often ( ) hardly ever ( )
If no:
b. Is there any particular reason why you haven't?
c. In your opinion is there any particular type of person who uses the library regularly?
d. What library programs would you like started or improved?

BACKGROUND INFORMATION

23. Sex: male ( ) female ( )

24. Marital status: married ( ) single ( ) divorced ( )
widowed ( )

25. Including yourself, how many persons are in your household?
1 2 3 4 5 6 7 8 or more

26. What is your age: 18-25 ( ) 26-35 ( ) 36-45 ( )
46-55 ( ) 56 and older ( )

27. Did you vote in the presidential election of 1968?
yes ( ) no ( )
Did you vote in the last local election? yes ( ) no ( )

28. What is your present employment status?
a. presently employed full time ( )
b. presently employed part time ( )
What kind of work do you do?
c. unemployed ( )
retired ( )
What kind of work did you most recently do?
d. housewife ( )
student ( )
What kind of work does the head of your household do?

29. In which state did you last attend school? this state ( )
other states ( )

30. What was the last year of school you completed in that school?